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ESSEX COUNTY LOCAL GOVERNMENT RESTRUCTURING STUDY

RESEARCH REPORT NO. 2
LOCAL GOVERNMENT STRUCTURE



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TABLE OF CONTENTS

	Page
INTRODUCTION	1,2
SECTION I: COUNCILS	3
SECTION II: ADMINISTRATION	16
SECTION III: INTERMUNICIPAL COOPERATION	27
SECTION IV: BOARDS AND COMMISSIONS	40
SECTION V: SURVEY OF COUNCIL MEMBERS	69
SECTION VI: THE ELECTION OF 1974: A STUDY OF VOTER TURNOUT, COMPETITION AND INCUMBENCY	84



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LIST OF TABLES

	Page
Table 1: Size and Indemnity of Councils	4,5
Table 2: Members Service on Council (Prior to term beginning in 1975)	6
Table 3: Candidates for Council Membership - 1974	7
Table 4: Candidates for Council Membership	8
Table 5: Committees of Council	10,11
Table 6: Departmental Structure of the City of Windsor	17
Table 7: Departmental Structure of the County of Essex	18
Table 8: Chief Administrative Officers in Essex County	20
Table 9: Municipal Employees by Position (excluding City of Windsor and County of Essex).	21,22
Table 10: Municipal Employees by Position, City of Windsor.	23
Table 11: Municipal Employees by Position, County of Essex	23
Table 12: Union Affiliations of Municipal Employees	26
Table 13: Formal Intermunicipal Agreements (excluding County of Essex)	28,29
Table 14: Formal Agreements Between County of Essex and Other Municipalities	30
Table 15: Number of Formal Intermunicipal Agreements	31
Table 16: Intermunicipal Cooperation	32 to 39
Table 17: Boards and Commissions - Local and Joint	50
Table 18: Official Plans and Zoning By-laws	54,55
Table 19: County of Essex Land Division Committee Applications -1974.	55
Table 20: Public Utility, Public Utilities and Hydro Commissions.	57
Table 21: Police (Local Forces) (1974)	60
Table 22: Community Boards	64,65
Table 23: School Boards: Members, Remuneration, Enrolment and Provincial Grants	67
Table 24: Answers to Questionnaire to Council Members	72
Table 25: Local Elections, 1974	88
Table 26: Municipal Council Elections, 1974	89
Table 27: Municipal Politicians Seeking to Change Their Position on Council, 1974	90
Table 28: School Board Elections, 1974	91
Table 29: P.U.C. and Hydro Commission Elections, 1974	92

RESEARCH PAPER #2 : LOCAL GOVERNMENT STRUCTURE

INTRODUCTION

This paper is primarily concerned with the existing structure of local government in Essex County. It includes material on locally-elected bodies, the administrative structure of local government, intermunicipal agreements, as well as the results of a survey of elected municipal officials, followed by a discussion of local elections. No attempt is made to describe the provision of services or the financial arrangements of local governments, since these will be the subject of papers to be published later in the Study.

The bulk of the material included in this paper was collected during the last three months of 1974. Since much of this material is subject to change with the passage of time, we set a cut-off date of December, 1974. Changes which have occurred in local arrangements since that time have not been included in our study. The main sources of information were interviews and correspondence with senior officials of the local government bodies in the County of Essex and such public reports as were available. Following the tabulation and analysis of data on the municipal structure and administration, in late February we held a series of meetings with municipal Administrators and Clerk-Treasurers to check on the accuracy of this material.

We have received excellent cooperation from many dedicated public servants in the County. Without their advice and assistance it would have been impossible to obtain the information presented in this paper. We have made particularly heavy demands on the municipal Administrators and Clerk-Treasurers who have taken a great deal of time to answer a multitude of questions. Our thanks are due to all of those who have assisted us.

This paper begins with a review of the structure of municipal government in Essex County and a collection of information on the operation of municipal councils. The second section is concerned with municipal administration, including detailed information on organization and staffing. This is followed by a detailed descrip-

tion of intermunicipal cooperation within the County. A fourth section deals with the plethora of special purpose bodies which form part of the local government system. Each body is briefly described and an attempt is made to explain its position within the overall system. This section also includes a short discussion of the role of municipal councils in making appointments to community organizations. The fifth section reports the results of a survey of municipal council members conducted in late 1974 and early 1975. Finally, there is a limited review of the 1974 local elections; special attention is paid to electoral competition and incumbency.

The central purpose of this paper is to present factual material on the present state of local government in the area. No attempt is made to draw any conclusions concerning the most appropriate local government structure for Essex County. Any such enterprise would be premature. It is hoped that the publication of this paper will stimulate discussion of local government within Essex County and will assist those who intend to submit, to the commissioner, briefs on the future structure of local government.

SECTION I : COUNCILS

There are twenty-three municipalities within Essex County. Two of these - the City of Windsor and the Township of Pelee - are separated from the County of Essex for municipal purposes and thus are one-tier local governments within their areas of jurisdiction. A two-tier system exists in the remainder of the County. There are eight urban municipalities - seven towns and one village- and thirteen rural municipalities - townships - which form the lower-tier of local government. The upper-tier authority is the County of Essex which has a forty-one member council. Two representatives come from each lower-tier municipality, except in the case of Harrow which has only one representative.

Four of the townships have one police village within their boundaries. Comber is in Tilbury West, Cottam in Gosfield North, Seacliffe in Mersea and Stoney Point in Tilbury North. Police villages were created to provide a limited range of services to small urban communities within predominantly rural townships. While it is part of the township for municipal purposes, the residents of the small urban area elect three trustees. The trustees administer a limited range of services provided within the police village for which local residents pay additional taxes. The township administration keeps all financial accounts and provides any other administrative services required by the police village.

TABLE 1 : SIZE AND INDEMNITY OF COUNCILS

Municipality	Total Council Membership	Basic Indemnity of Head of Council	Basic Indemnity of Other Members	Actual 1974 Expenses for Council excluding Conventions	Actual 1974 Convention Expenses for Council
City Windsor	9	\$22,800	\$9,500	\$98,349*	\$7,230
Towns Amherstburg	9	\$3,000	\$950	\$10,600	\$2,331
Belle River	5	\$300+\$25/meeting	\$25/meeting	\$6,593	\$3,940
Essex	9	\$2,000	\$1,200	\$10,952	\$3,795
Harrow	5	\$675+\$125 car allow.	\$600	\$3,200	\$2,464
Kingsville	7	\$2,600	\$1,600 reeve: \$1,600 + \$150 Bd. of Works	\$12,050	\$5,161
Leamington	7	\$5,485+\$600 car allow. +\$200 rotating Brd. of Works Chairmanship	\$2,250	\$19,785	\$6,500
Tecumseh	5	\$2,900+\$600 expenses +\$40 for daytime meetings	\$1,800+\$200 expenses	\$11,900	\$3,800
Village St. Clair Beach	5	\$1,000 +\$10 special and committee meetings	\$750	\$4,615	\$1,200
Townships Anderdon	5	\$2,400 +\$12 special meetings	\$1,800	\$10,755	\$600
Colchester N.	5	\$1,000 +\$25 special meetings	\$600	\$4,375	\$921
Colchester S.	5	\$1,500	\$1,000	\$6,032	\$735
Gosfield N.	5	\$1,550	+\$1,150:dep. reeve:\$1,300	\$6,300	\$1,116

TABLE 1 : CONTINUED

Municipality	Total Council Membership	Basic Indemnity of Head of Council	Basic Indemnity of Other Members	Actual 1974 Expenses for Council excluding Conventions	Actual 1974 Convention Expenses for Council
Gosfield S.	5	\$1,000+\$1,450 car allow. +\$200 rotating chairmanship allowance +\$20 per delegated meeting	\$750+\$950 car allow. dep. reeve:\$750+ \$1,100 car allow.	\$14,970	\$4,963
Maidstone	5	\$600+\$25/meeting	\$25/meeting	\$9,920	\$2,900
Malden	5	\$1,000 +\$15 for special meetings	\$700	\$4,859	\$1,421
Mersea	5	\$3,200	\$2,000 dep. reeve: \$2,200	\$11,400	\$2,777
Pelea	5	\$800	\$500	Not Available	Not Available
Rochester	5	\$600+\$20/mtg.	\$20/mtg.	\$5,180	\$3,743
Sandwich S.	5	\$1,500	\$25/mtg. dep. reeve: \$10/meeting	\$5,716	\$1,093
Sandwich W.	5	\$7,700 +\$500 utilities committee +\$200 rotating utilities chair	dep. reeve: \$2,950 Councillors: \$2,900	\$21,650	\$3,704
Tilbury N.	5	\$1,000 +\$15 regular mtg. +\$20 special mtg.	\$250 dep. reeve:\$500	\$7,525	\$2,746
Tilbury W.	5	\$500	\$20/mtg.	\$3,620	\$4,030
County of Essex	41	\$7,000	\$1,000	\$69,300	\$24,000

* For the City of Windsor, this figure is the total of salaries only. It was not possible to derive the total of miscellaneous expenses.

TABLE 2 : MEMBERS SERVICE ON COUNCIL (Prior to term beginning in 1975)

Municipality	# Terms on Council		# of terms as :			Reeve		Deputy Reeve	
	# members	1st term	more than 1 term	Mayor 1st term	more than 1 term	1st term	more than 1 term	1st term	more than 1 term
City Windsor	9	1	8		x		NA		NA
Towns									
Amherstburg	9	3	6		x		NA		x
Essex	9	-	9		x				x
Belle River	5	1	4		x	x		x	
Harrow	5	-	5		x				
Kingsville	7	2	5		x	x		x	
Leamington	7	-	7		x			x	
Tecumseh	5	1	4		x			x	
Village									
St. Clair Beach	5	2	3	NA				x	
Township									
Anderdon	5	1	4	NA					x
Colchester N.	5	-	5	NA					x
Colchester S.	5	-	5	NA					x
Gosfield N.	5	2	3	NA		x		x	
Gosfield S.	5	2	3	NA					x
Maidstone	5	3	2	NA		x		x	
Malden	5	-	5	NA					x
Mersea	5	1	4	NA					x
Pelee	5	1	4	NA					x
Rochester	5	-	5	NA					x
Sandwich S.	5	1	4	NA					x
Sandwich W.	5	1	4	NA				x	
Tilbury N.	5	2	3	NA		x		x	
Tilbury W.	5	2	3	NA				x	

NA = not applicable

TABLE 3: CANDIDATES FOR COUNCIL MEMBERSHIP - 1974

Number of Candidates For:

Municipality	Population/ Member*	Voter Turnout	Mayor	Reeve	Deputy Reeve	Councillor	# of Councillors to be elected
Windsor	22,009	37.7%	4	NA	NA	40	8
Amherstburg	639	45.5%	ACM	3	2	13	6
Belle River	635	60.1%	ACM	2	2	4	2
Essex	552	59.5%	2	2	ACM	13	6
Harrow	375	22.1%	ACM	ACM	NA	4	3
Kingsville	629	56.0%	2	ACM	2	7	4
Leamington	1,518	40%	2	ACM	ACM	8	4
Tecumseh	998	13%	ACM	ACM	ACM	ACM	2
St. Clair Beach	383	36.7%	NA	ACM	2	ACM	3
Anderdon	967	47%	NA	ACM	2	6	3
Colchester N.	682	3%	NA	ACM	ACM	ACM	3
Colchester S.	943	17.2%	NA	ACM	ACM	2 ACM	3
Gosfield N.	703	22.1%	NA	ACM	ACM	5	3
Gosfield S.	1,332	6.1%	NA	ACM	ACM	ACM	3
Maidstone	1,632	49.5%	NA	2	3	6	3
Malden	773	38.8%	NA	ACM	2	9	3
Mersea	1,794	22%	NA	ACM	2	4	3
Pelée	52	98%	NA	2	NA	ACM	4
Rochester	813	60.7%	NA	2	2	5	3
Sandwich S.	1,016	34%	NA	ACM	2	7	3
Sandwich W.	2,751	36.1%	NA	2	2	6	3
Tilbury N.	589	30%	NA	ACM	ACM	4	3
Tilbury W.	321	66%	NA	2	ACM	4	3

ACM = acclamation

NA = not applicable

* Population figures are from the assessment figures for 1974.

TABLE 4 : CANDIDATES FOR COUNCIL MEMBERSHIP

Number of Candidates For:							
Municipality	Election Year	Approx. Voter Turnout	Mayor	Reeve	Deputy Reeve	Councillor	# of Councillors to be elected
City Windsor	1971	37%	3	NA	NA	28	8
Towns Amherstburg	1971	65%	ACM	ACM	ACM	11	6
Belle River	1972	46%	ACM	2	2	3	2
Essex	1972	63%	2	2	2	12	6
Harrow	1972	38%	ACM	ACM	NA	7	3
Kingsville	1972-ACM 1970	60%	2	2	2	7	4
Leamington	1972	30%+	ACM	ACM	ACM	5	4
Tecumseh	1972	60%	2	2	2	5	2
Village St. Clair Beach	1972	38%	NA	ACM	ACM	5	3
Townships Anderdon	1972	39%	NA	ACM	ACM	7	3
Colchester N.	1972-ACM 1970	61%	NA	2	2	5	3
Colchester S.	1972	40%	NA	ACM	ACM	4	3
Gosfield N.	1971-ACM 1969	23%	NA	ACM	ACM	4	3
Gosfield S.	1972	31%	NA	ACM	ACM	5	3
Maidstone	1972	33%	NA	2	2	5	3
Malden	1972	24%	NA	ACM	ACM	5	3
Mersea	1972	25-30%	NA	ACM	ACM	6	3
Pelee	1973-ACM 1971	100%	NA	2	NA	ACM	4
Rochester	1972-ACM 1970	59%	NA	ACM	2	6	3
Sandwich S.	1972	22%	NA	ACM	ACM	4	3
Sandwich W.	1973	44%	NA	2	2	6	3
Tilbury N.	1972	45%	NA	2	ACM	5	3
Tilbury W.	1972	76%	NA	ACM	2	5	3

ACM = acclamation

NA = not applicable

COMMITTEES OF COUNCIL

Proponents of a system of council committees say that committees are necessary in order that the time of all council members will not be taken up with the details of every item which comes up for council decision. In a committee system, those council members with particular interest or background in one area will focus their attention on that area and meet separately from the council to discuss items. The committee then brings proposals to the whole council for its approval. Committees of council are also seen as a means of maintaining closer contact with and control over the administration without the entire council becoming involved in the details of administration.

Opponents of the council committee system say that this scheme causes unnecessary fragmenting of the council. There is always the fear that a particularly forceful individual may use a committee to unduly strengthen his status. Furthermore, in the situation where there is a small number of people on council (5-9 members), everyone wishes to be involved in all council business. Committees are viewed by these people as a waste of time since issues are likely to be reviewed at length before the whole council anyway. Committees of council are also looked upon negatively by some since they tend to encourage council members to become too deeply involved in day-to-day administrative details.

As Table 5 shows, there is no agreement in Essex County as to whether a council committee system should be used. Even in those municipalities where a formal committee system has been set up, the variation in types and numbers of committees is considerable. Moreover, just looking at the structure of committees can be very misleading, since the structure does not indicate anything about the operation of the system. Some committees meet frequently; others never meet. Some have a secretary taking minutes and make formal reports to council; others meet very informally over lunch and take no minutes. The operation of the council committee

Table 5: COMMITTEES OF COUNCIL

	1	2	3	4	5	6	7	8	9	10	11	12	13	TOTAL
	A-Administration &/or B-Finance &/or D-Negotiating	A-Public Works &/or B-Roads &/or D-Streets F-Sanitation &/or Grbg.	A-Fire &/or B-Light	Police	Planning	Property	A-Parks &/or B- Cemetery	Traffic	Water	Drains	By-Law Enforcement & Revision	A-Building &/or B-Animal Control	Miscellaneous A Publicity & Ind. Promo. B Municipal Building D Personnel E Marsh F Hydro G Home	
City													XG	1
Windsor														
Towns														
Amherstburg	XBD	XAB, XF	XAB	c3A&9	X	X	XA, XB	X	Xc3A&4		X	XAB		11
Belle River	X	XB	Ac4&9											2
Essex	X	X												2
Harrow	XBc6	XDE, XFc9	C4	X C3A		clB			C2F, X	X				6
Kingsville	XAB	X	XAB			c7	XB, XAc6	X						6
Leamington	XBD	X	Xc8		X	c7	Xc6	C3					XA	6
Tecumseh	XD	XA, XF												3
Village														
St. Clair Bch.		XBc10, XF	c-soc XAc4 serv. XBC11	c3A						c2B	c3B			4
Townships													Bc7A	6
Anderdon	XD	XB, XF	X	X			XAc13B							--
Colchester N.		Committee of the Whole Only				X								3
Colchester S.		XB	Ac4	Xc3A										--
Gosfield N.		Committee of the Whole Only												--
Gosfield S.		Committee of the Whole Only												--
Maidstone		Committee of the Whole Only												6
Malden	XB	XB, XF	XAc4	c3A						X			XBD	--
Mersea		Committee of the Whole Only			Until Jan. 1975								XE (3)	5
Peelee	XB											XA		--
Rochester		Committee of the Whole Only												--
Sandwich S.		Committee of the Whole Only											Fc9	1
Sandwich W.									Xc13F			XA		4
Tilbury N.	XB	XB							X					--
Tilbury W.		Committee of the Whole Only												2
County of Essex		XB											XG	68
														10
													TOTAL COMMITTEES OF COUNCIL	

Table 5, continued

X: Each X stands for a committee: there can be more than 1 committee under 1 heading. 123...: Various committee subjects are grouped under a single column; each column is numbered. AB-DEF...: Each column is divided into several sections, each section has a different letter. For example, Column 1 is divided into 3 sections--A) Administration B) Finance D) Negotiating. C: means "combined with". Quite often a committee is made up of sections from different columns. Examples: Harrow--(Column 1) XBc6. This means Harrow has a committee which is a combination of Finance (B in Column 1) and Property (Column 6). Harrow--(Column 2)XDE,XFc9. This means Harrow has a committee which is Streets & Sidewalks (D & E in Column 2). Harrow has a second committee under Column 2; this one is Sanitation (F under Column 2) combined with Water (Column 9).

system depends primarily upon those individuals who are on the committee.

We have not included single-member "committees" in Table 5, since those are really just people who act as liasons between council and the administration. They are not formulators of policy. We have also tried to exclude those committees which meet only in the midst of a regular council meeting with all council members present. We have not, however, excluded the two committees of the County of Essex which meet in this manner.

COUNCIL MEETINGS

In any discussion of municipal councils, it seems appropriate to say something about the length and frequency of council meetings. In addition, since council meetings are occasions for the conduct of significant public business, it is relevant to examine the question of public involvement in them and their coverage by the media. Since statistics on these subjects are not normally collected, we had to depend on estimates made by informed participants and observers. Because we are dealing only with estimates, it is inappropriate to tabulate the answers to these questions in our survey. However, in the following pages, an attempt will be made to summarize the information we collected.

Frequency and Length of Council Meetings

With three exceptions, municipal councils in Essex County hold regular meetings twice a month. These variations occur in Sandwich West where meetings are held every other week, in Windsor where there are weekly meetings, and in Essex County Council where meetings are held every three weeks. There is some relaxation of this schedule in certain municipalities during July and August.

The frequency of special meetings of council varies enormously amongst municipalities. In part, this reflects differences in

committee structure. Where a municipality has few or no committees which discuss business before it is presented to council, there is a greater tendency to call special meetings. In approximately half of the municipalities the number of special meetings during 1974 was close to that for regular meetings; in three instances the number of special meetings exceeded the number of regular council meetings. Despite the fact that in a few municipalities special meetings were rare, over the County as a whole there were approximately 6 special Council meetings for every 10 regular Council meetings held during 1974.

The average length of meetings varies considerably amongst municipalities. Generally meetings do not last less than two hours. It is common for them to last from 3 to 4 hours. Special meetings were, on average, appreciably shorter in duration than regular meetings.

Delegations and public attendance

Municipal councils make many decisions which have a direct impact on the comfort and convenience of citizens. As a result, citizens often join together to make representations to councils. Delegations regularly appear before each of the municipal councils in Essex County. In the case of fifteen municipal councils, at least one delegation can be expected at almost every regular meeting of council. Our estimate is that only two of the twenty-four councils hear delegations at less than half of their regular meetings.

There is some variation in the requirements for prior notice from those delegations which wish to appear at a particular meeting. In the large majority of cases this is no more than a preference which local councils have for some prior indication that delegations wish to be heard. In the larger municipalities, the procedure for notice is somewhat more formal. Normal practice is for delegations to be heard very early in the meeting.

The subjects on which delegations make representations are many and varied. However, planning and zoning issues are perhaps the most common subjects raised by delegations. In many townships drainage questions are also a regular subject. On the basis of the evidence we have collected, municipal councils can expect to hear very promptly from organized groups of citizens who are dissatisfied, particularly in the case of physical services.

Apart from citizens involved with delegations appearing before council, attendance at meetings by members of the general public is very low. Usually there are not more than two or three members of the community at council meetings; on many occasions not a single member of the general public is in attendance. The outstanding exception to this rule is the City of Windsor, whose council meetings are regularly attended by interested citizens.

Coverage of Council Meetings by the Mass Media

The vast majority of Essex County residents are dependent upon the mass media for information on the work of municipal councils. There is only one daily newspaper published in Essex County--the Windsor Star. This newspaper devotes a large amount of space to the activities of municipal councils, particularly their meetings. Its reporters are present at City and County Council meetings and at council meetings in most other municipalities in Essex County. In most instances there is regular coverage, although in the case of five councils, local observers describe the coverage by Windsor Star Reporters as intermittent. There is little coverage of municipalities in the north-western section of the County. Half the councils also have regular coverage of their meetings by one or two of the eight local weekly newspapers. In three cases, this coverage involves the clerk-treasurer sending minutes of the council meetings to the newspaper and/or talking with a reporter on the day following the meeting. Reporters from local weekly

newspapers attend the meetings of two or three other municipalities when an item of general interest is on the agenda.

Only five municipalities, in addition to the City and County Councils, have their meetings regularly covered by radio and television reporters, although several others have intermittent coverage.

SECTION II: ADMINISTRATION

As is to be expected, there are very large differences in the forms and sizes of administration throughout the County. These differences can readily be correlated with the size of the population of the municipality, the extent of urbanization, and, as a result, with the types and variety of services provided by the municipality. In a rural township with scattered population--for example, Rochester, Colchester North and the two Tilbury's--the administration consists of a clerk-treasurer who has overall responsibility for the operation of the municipality and who becomes the major resource person for the council, and the roads superintendent who assumes major responsibility for the outside work (mainly roads and drains). Other staff is likely to be part-time assistance to these two people or special function, special assignment people--for example, the building inspector, drain inspector and volunteer firemen.

The more urbanized areas--the towns and urbanized townships, especially Sandwich West--have larger administrative structures. Table 9 shows the numbers of employees and the types of positions which they are filling.

The administrations of the County of Essex and of the City of Windsor are on a quite different scale from those of all other municipalities in Essex County. Each of these administrations has more employees and a more clearly defined departmental structure than do those of the other municipalities. In the County of Essex, the major addition, so far as number of employees is concerned, are the Social and Family Services Department and the employees of the Sun Parlor Home who combine to make up 147 employees which is 75% of the total staff of the County of Essex.

The City of Windsor is in a position all its own. There are 1,394 full-time positions in the City of Windsor--77% of those hired full-time by all municipalities in Essex County including the City. The City is distinguished by having numerous departments with a very clearly defined and formalized system of responsibility.

TABLE 6: Departmental Structure of the City of Windsor

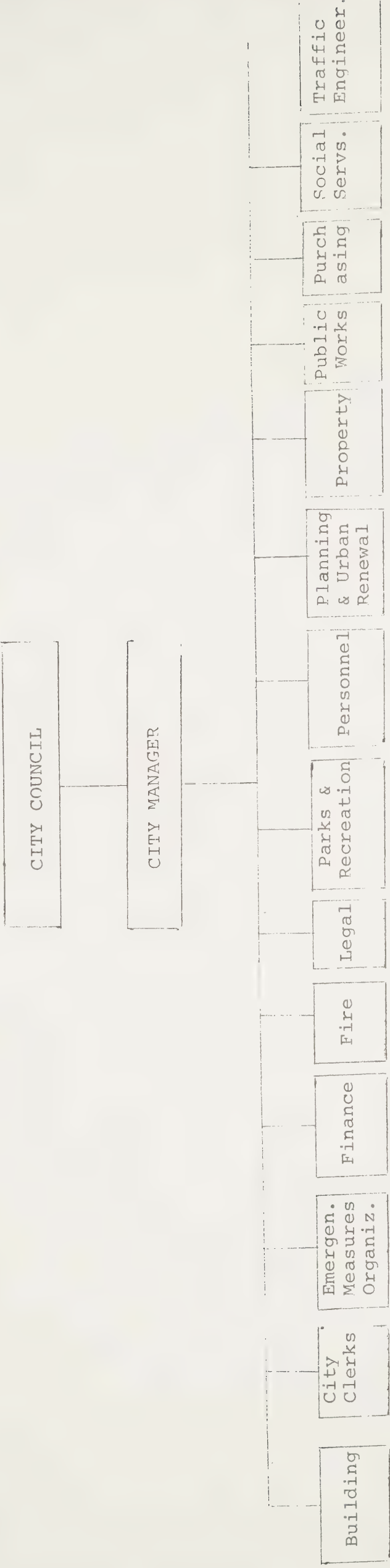
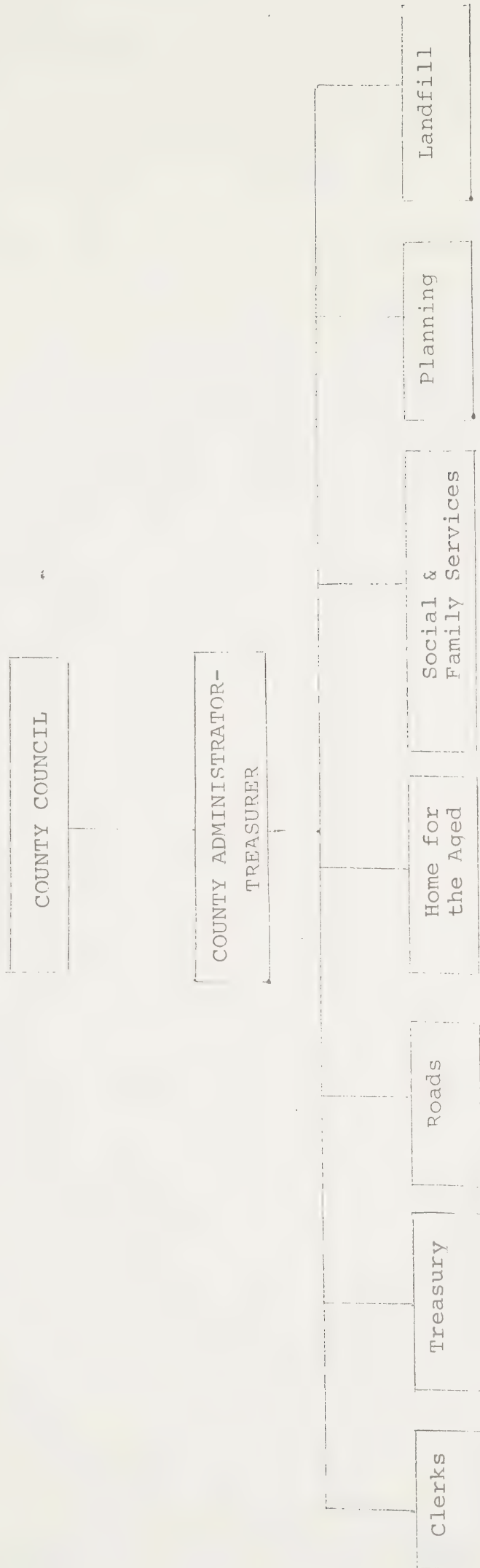


TABLE 7: Departmental Structure of the County of Essex



The interaction between council and administration is of central importance in municipal government. The head of the administration is usually the pivotal person around whom this interaction occurs, i. e. the clerk-treasurer or chief administrative officer. Clerk-treasurers are appointed under the power provided by a provincial statute--the Municipal Act--which briefly outlines their duties (chiefly clerical and accounting duties). By contrast, chief administrative officers, whose official titles vary from municipality to municipality, have their responsibilities and authority spelt out in municipally drafted and passed by-laws. To qualify as a CAO position, it must be clearly stated that the CAO is the head of the administration and is the person ultimately responsible to the council for all administrative matters.

In Essex County, four of the towns and all of the townships, except Sandwich West and Mersea, have clerk-treasurers. Since the sanction of a special by-law does not spell out the status of this person, the role of clerk-treasurer is ambiguous. As was stated earlier, the clerk-treasurer is the de facto head of the administration and is the person upon whom council relies for information and the carrying out of its wishes. However, because of the ambiguity of this person's position and also because the matters being dealt with in townships seem simpler than in larger municipalities, council members are more likely to try to play a direct role in the implementation of policy. They are quite likely to by-pass the clerk-treasurer to directly instruct or talk with other members of the administration. This is set up in a formal way in those municipalities which appoint council members as liaison-officers to specific areas of administrative concern, and in those municipalities with a developed and active structure of committees of council.

Since the CAO's authority is formalized by special by-law, the CAO has a more clearly defined relationship with the council and the rest of the administration than does the clerk-treasurer. The

CAO is the formal head of the administration; it is he who is responsible for implementing council policy. Therefore, council members go through the networks set up by this person when they wish to approach the administration. This brings a clearer separation between the roles of council and administration and a clearer delineation of the channels of communication.

In practice, the role of the head of the administration, whether clerk-treasurer or CAO, varies according to the personalities involved --the personalities of the council members, of the particular head of the administration and of the other individuals in the administration. Some councils tend to become much more involved in administrative detail than do others. Again, the personality of the clerk-treasurer or CAO is of central importance. If council perceives this person as strong and competent, it is much less likely to play a direct role in administration.

TABLE 8: Chief Administrative Officers in Essex County

Municipality	Official Title
Windsor	City Manager
Belle River	Administrator
Leamington	Clerk-Administrator
Tecumseh	Clerk-Treasurer-Administrator
St. Clair Beach	Administrator
Mersea	Clerk-Administrator
Sandwich West	Clerk-Administrator
County of Essex	County Administrator

TABLE 9: MUNICIPAL EMPLOYEES BY POSITION* (excluding City of Windsor and County of Essex)

Municipality	Clerk's Ofc. in Gen'l Ad. FT PT	Police		Fire		(Roads, Eng.) Public Works		Building Inspector		Water Works		Hydro		Recre- ation		Drain [†] Commis.		Tile Dra [†] Inspector		Weed [‡] Inspec.		Animal Con. Officer	
		FT	PT	FT	PT	FT	PT	FT	PT	FT	PT	FT	PT	FT	PT	FT	PT	FT	PT	FT	PT	FT	PT
<u>Towns</u>																							
Amherstburg	5	Commis.		1		11	1	1						*30						1		1	
Belle River	2	OPP	1	24@		3	*2+		1	3	1									1		1	
Essex	3	Commis.		21@		5			1					4 *some								1	
Harrow	2	OPP		17@		3			1											1		1	
Kingsville	4	Commis.	1	17@		6																1	
Leamington	6	Commis.		18@		13		1														1	
Tecumseh	4	OPP+1		19@		5	some		1					1	*11					1			
<u>Village</u>																							
St. Clair	1	*1					2+																
Beach		2					*some	1								*some				1			
<u>Townships</u>																							
Anderton	3	6	1	1PT		2	*2+									1		1		1		1	
Colchester N.	1	2		29@		1	1		1									1		1		1	
Colchester S.	3			13@		3	*5		1							1		1		1		1	
Gosfield N.	2	*1		15@		2	*2		1	1						1		1		1		1	
Gosfield S.	4			OPP		2	*2+		1	1						1		1		1		1	
Maidstone	4	OPP		16@		4	2		1							1		1		1		1	
Malden	4	OPP		29@		2	some									1		1		1		1	
Mersea	5	1		OPP		4	*3		1	1						15		1		extern.-1			
		4														1				2			
Pelée	1	1		18@		2		1										1		1			
Rochester	2	OPP		21@		2	*some		1							1		1		1			
Sandwich S.	3	OPP		17@		4			1					*4		1		1		1			
Sandwich W.	8	Commis.		6 18@		15	*2	1		3		8	3	4	*29	1		1		1		1	
Tilbury N.	4	OPP				2	*1		1	2						10				1		1	
Tilbury W.	1	1		19@		2			1					*3				1		1		1	
TOTAL	72	7/*2		16 5 6 336		93	6/*19+	3	16	8	4	8	3	9	*77	35		12		20		11	

* seasonal employee @ volunteer firemen

The total counts are of the total number of positions, not of the total number of employees. Persons filling more than one position are counted for each position they fill. Persons filling the same position in more than one municipality are counted in each municipality.

‡ In some municipalities, these positions may be paid on a fee basis. Positions filled on such a basis normally show up on the "service contracts" table. In those cases where we are not sure of their status, we have included them in this table.

This table does not include those positions under the jurisdiction of boards and commissions.

Table 9, continued

Municipality	By-Law Enforc.		Crossing Guards		Janitor & Miscellaneous		Totals		Seasonal
	FT	PT	FT	PT	FT	PT	FT	PT	
Amherstburg	1		*6		1		18	28	36±
Belle River							8	29	2±
Essex			*2			A-1	12	24	2
Harrow							5	20	--
Kingsville			*3			B-1	11	18	3
Leamington	1				1	C-5, D-2 C-*2	27	21	2
Tecumseh							10	22+	11+some
St. Clair Bch.					1		3	6	1+some
Anderdon					1		11	36	2+
Colchester N.					1		2	20	
Colchester S.							10	5	5
Gosfield N.	1				1	E-*1	4	22	4
Gosfield S.						B-1, F-1	6	7	2
Maidstone	1					F-1, G-1	8	25	--
Malden					1		6	34+	some
Mersea					1	E-*2	13	26	6
						B-*1			
Pelee						H-1	4	24	--
Rochester	1					I-3	4	27	some
Sandwich S.						G-1	7	23	4
Sandwich W.	1				1		46	24	37
Tilbury N.			*6		1		8	14	1
Tilbury W.					1		3	24	3
						*6			
TOTAL	1	5	*17		1	9	226	479	121+
									Total municipal employees 826+

A-Meter Repair
B-Cemetery Caretaker
C-Pollution Control
D-Traffic Department
E-Dog Licensor
F-Plumbing Inspector
G-Meter Reader
H-Pheasant Farm Manager
I-Marsh Operators

TABLE 10: Municipal Employees by Position, City of Windsor*

Building Department --	43
City Clerk's Department --	28
City Manager's Office --	5
Emergency Measurers Office --	3
Finance Department --	54
Fire Department --	286
Huron Lodge --	128
Legal Department --	10
Mayor's Office --	3
Parks & Recreation Department --	inside 42
	-- outside 90
Personnel Department --	9
Planning Department --	20
Property Department --	76
Public Works Department --	inside 124
	-- outside 290
Purchasing Department --	9
Research Department --	2
Social Services Department --	118
Traffic Engineering Department --	48
Clearly Auditorium --	6
Total # of Positions:	1394

* These are all full-time established positions. The figures for outside workers are approximations since there is no established number of positions for these jobs.

Employees of boards and commissions are not included.

TABLE 11: Municipal Employees by Position, County of Essex

	Full-time	Part-time
Administrator-Treasurer	5	
Clerk's Office	3	
Social & Family Services	33	
Planning	2	1
Roads	inside - 7	
	outside -28	
Home	114	some
Landfill	2	
Total	194	1+

With the exception of some of the positions in the City of Windsor, the municipalities do not have strict or set requirements for the qualifications of those filling positions, nor do the same positions have uniform requirements from municipality to municipality. The more urban municipalities--especially the City--tend to be more formal in their requirements for the major positions; the rural municipalities seem to favour those with long residence in the community and with lengthy municipal experience. In all cases, the less crucial the position, the more casual are the employment requirements.

Generally, clerk-treasurers have more formal qualifications for their positions in terms of special courses and experience than do the other municipal employees. The clerk-treasurers in the smaller, but more urbanized municipalities, tend to be younger, to be high school graduates and are probably taking the three year Municipal Administrators Course offered by Queen's University, Kingston, in cooperation with the Ontario Association of Municipal Clerk-Treasurers. By contrast, the largest municipalities as well as the less population, more rural townships tend to have older men whose entire careers have been in clerical municipal service of various kinds. The latter group shows much greater variation in education; fewer than half have completed the Municipal Administrators Course. In a number of cases, the older men have lived in the same community since their youth; this factor by itself contributes to their experience in local affairs.

Most of the more urban municipalities separate the positions of clerk and treasurer, or employ a deputy-clerk. In most cases the deputy, or the treasurer, is fairly young, is a high school graduate, and is taking the Municipal Administrators Course.

Windsor, Leamington and the County governments employ professional engineers; all the others hire engineering firms whenever necessary. In place of an engineer, the other municipalities employ a public works superintendent, or a roads superintendent. These men come from a variety of backgrounds; many have lived in and been employed by the municipality for a long time, acquiring much of their expertise on the job. In addition, many have sought

to improve their education in a variety of ways, including attending conventions and taking community college courses.

Only the City of Windsor and the County of Essex hire full-time qualified planners. Only the City of Windsor hires lawyers as full-time members of its staff.

In no case was this material taken from written personnel records. Rather, it was based on recall by the clerk-treasurers. For that reason, the information is incomplete and lacking in precision; nevertheless it is sufficient to give a general picture of the background of municipal employees.

There is a definite pattern so far as unionization of municipal employees is concerned. This pattern is directly related to the size and complexity of the administrative structure. In the City of Windsor, 82.1% of the full-time employees are unionized. In the government of the County of Essex, 73.2% are unionized. In the towns and village, 59.6% are unionized. In the townships 43.2% are unionized. Five of the fourteen townships have unionized employees.

TABLE 12: Union Affiliations of Municipal Employees

Municipality	Union	Total # of unionized employees	Total # of full-time employees
<u>City</u>			
Windsor	C.U.P.E. 543 (521); C.U.P.E. 82 (334); Ontario Nurses Assoc. (13); Fire Assoc. (277)	1,145	1,394
<u>Towns</u>			
Amherstburg	I.B.E.W. (15)	15	18
Belle River	--	Ø	8
Essex	C.U.P.E. (8)	8	12
Harrow	--	Ø	5
Kingsville	C.U.P.E. (10)	10	11
Leamington	C.U.P.E. (15)	15	27
Tecumseh	C.U.P.E. (7)	7	10
<u>Village</u>			
St. Clair Bch.	Police Assoc. (1)	1	3
<u>Townships</u>			
Anderdon	Police Assoc. (5)	5	11
Colchester N.	--	Ø	2
Colchester S.	--	Ø	10
Gosfield N.	--	Ø	4
Gosfield S.	--	Ø	6
Maidstone	--	Ø	8
Malden	I.B.E.W. (3)	3	6
Mersea	Teamsters (3); Police Assoc. (3)	6	13
Pelee	--	Ø	4
Rochester	--	Ø	4
Sandwich S.	Teamsters (3)	3	7
Sandwich W.	Hydro. Assoc. (7); C.U.P.E. (28) Fire Assoc. (5)	40	46
Tilbury N.	--	Ø	8
Tilbury W.	--	Ø	3
County of Essex	Teamsters (28); C.U.P.E. (114)	142	194

Total# of unionized employees in Essex County: 1,400

Total # of full-time employees in Essex County: 1,814

Notes:

I.B.E.W. - International Brotherhood of Electrical Workers

C.U.P.E. - Canadian Union of Public Employees

SECTION III : INTERMUNICIPAL COOPERATION

The following tables provide a detailed account of the existing arrangements for intermunicipal cooperation. Since the agreements are numerous and complex, the collection of this data has involved a considerable amount of research work. While we have tried to provide as full a picture as we could with the time and resources available, it may be that we have overlooked some agreements. The phenomenon of intermunicipal agreements for the provision of services and the sharing of personnel, buildings and equipment is such a pervasive feature of local government in Essex County that to uncover every formal and informal arrangement between municipalities is an extremely difficult task. Some agreements are so long-standing and so much an accepted part of every day administration that they are no longer recognized as special or unusual arrangements. In a later section of this paper, there will be a fuller discussion of such cooperation as it occurs in the operation of various joint boards and committees in the County.

The search for an efficient and economical way to provide services and undertake projects has led municipal councils in Essex County to cooperate with their neighbours. The desirability of joint action has been perceived and acted upon at the County level as well. One good example of this is the arrangement made for ensuring that all citizens have access to senior citizens' housing, regardless of where they live within the County. The proliferation of intermunicipal agreements has not resulted from the imposition of an overall plan on the municipalities of Essex County. It is the common sense response of practical men and women searching for a way to provide effective local services at the lowest cost to the taxpayers who elected them to office. The extraordinary degree of cooperation between municipalities in Essex County illustrates the extent to which municipal councils have put respect for the taxpayers' dollars ahead of considerations of local separation in municipal affairs.

The extent of municipal cooperation inevitably brings into

question the suitability of the present municipal boundaries within the County for deliniating the most appropriate service areas for municipal purposes. In a large number of instances, the practical problems of providing efficient services economically have in fact led municipalities to overcome the constraints imposed by the existing boundaries.

TABLE 13 : FORMAL INTERMUNICIPAL AGREEMENTS
(EXCLUDING COUNTY OF ESSEX)

Number of Agreements	Type	
11	Water Systems	<ol style="list-style-type: none"> 1. Area Water Board: Amherstburg, Anderdon, Malden. 2. Supply of Water: Anderdon to Colchester N. 3. Supply of Water: Tilbury N. to Tilbury W. 4. Supply of Water: Essex P.U.C. to Maidstone. 5. Supply of Water: Belle River to Rochester. 6. Supply of Water: Belle River to Maidstone. 7. Construction of Water Main by Tecumseh P.U.C. to be used also by St. Clair Beach. 8. Supply of Water: Tecumseh P.U.C. to Sandwich S. 9. Joint Waterworks Board: Tecumseh and Windsor, and Tecumseh P.U.C. and Windsor P.U.C. 10. Supply of Water: Windsor P.U.C. to Sandwich S. 11. Supply of Water: Windsor P.U.C. to Sandwich W.
2	Sewage Systems	<ol style="list-style-type: none"> 1. Joint Sanitary Sewage System: Amherstburg, Anderdon, Malden. 2. Little River Sewage Treatment Plant and Trunk Line: Windsor, Tecumseh, St. Clair Beach.
9	Fire	<ol style="list-style-type: none"> 1. Fire Protection: Essex to southern part of Maidstone (truck owned by Maidstone). 2. Joint Fire Dept.: Harrow and Colchester S. 3. Fire Protection: Kingsville to Gosfield S. (truck owned by Gosfield S.). 4. Fire Protection: Tecumseh to St. Clair Beach (truck owned by St. Clair Beach). 5. Fire Protection: Wheatley to Mersea and Romney. 6. Fire Protection: Leamington to Mersea (truck owned by Mersea). 7. Use of equipment of Mersea in Tilbury W. 8. Fire Protection: Tilbury W. to Tilbury N. 9. Fire Protection: Tilbury (town) to Tilbury N.
1	Police	<ol style="list-style-type: none"> 1. Belle River O.P.P. shared with Maidstone.
8	Dispatch- ing Services	<ol style="list-style-type: none"> 1. Fire and Police: Sandwich W. for Amherstburg. 2. Fire and Police: Sandwich W. for Anderdon. 3. Fire: Sandwich W. for Sandwich S. 4. Fire: Windsor for Tecumseh. 5. Fire: Windsor for St. Clair Beach. 6. Fire: Windsor for Rochester. 7. Fire: Windsor for Colchester N. 8. Fire: Windsor for Belle River.

INTERMUNICIPAL AGREEMENTS, TABLE 13: Continued

Number of
Agreements Type

5	Recreation	<ol style="list-style-type: none"> 1. Joint Community Centre Board: Amherstburg, Anderdon, Malden. 2. Harrow and Colchester S. Recreation and Community Centre Board. 3. Kingsville and Gosfield S. Board of Management and Control. 4. Leamington "athletic field" to be used by Mersea. 5. Wheatley Area Arena to be used by Romney. Wheatley Area Arena and Community Centre Committee (Mersea 2 members out of 12).
2	Dog Pounds	<ol style="list-style-type: none"> 1. Amherstburg, Anderdon, Colchester N., Colchester S., Harrow, Malden. 2. Belle River, Essex, Maidstone, Rochester, St. Clair Beach, Sandwich S., Sandwich W., Tecumseh, Tilbury N., Tilbury W.
1	Boundary Roads	<ol style="list-style-type: none"> 1. Windsor and Sandwich W.
3	Sanitary Landfills	<ol style="list-style-type: none"> 1. District I: Amherstburg, Anderdon, Colchester N., Colchester S., Essex, Harrow, Malden, Sandwich S., Sandwich W. 2. District II: Gosfield N., Gosfield S., Kingsville, Leamington, Mersea. 3. District III: Belle River, Maidstone, Rochester, St. Clair Beach, Tecumseh, Tilbury N., Tilbury W., Windsor.

TABLE 14: FORMAL AGREEMENTS BETWEEN
COUNTY OF ESSEX
AND OTHER MUNICIPALITIES

Number of Agreements	Type	
3	Sanitary Landfill Sites	<p>District I: County of Essex and Amherstburg, Anderdon, Colchester N., Colchester S., Essex, Harrow, Malden, Sandwich S., Sandwich W.</p> <p>District II: County of Essex and Gosfield N., Gosfield S., Kingsville, Leamington, Mersea.</p> <p>District III: County of Essex and Belle River, Maidstone, Rochester, St. Clair Beach, Tecumseh, Tilbury N., Tilbury W., Windsor.</p>
2	Land for Dog Pounds	<p>1. County of Essex and Amherstburg, Anderdon, Colchester N., Colchester S., Essex, Harrow, Malden, Sandwich S., Sandwich W.</p> <p>2. County of Essex and Belle River, Maidstone, Rochester, St. Clair Beach, Tecumseh, Tilbury N., Tilbury W.</p>
2	Operating Losses on Senior Citizen Housing	<p>1. County of Essex and Amherstburg, Essex, Kingsville, Leamington, Belle River, Tecumseh, Harrow.</p> <p>2. County of Essex and Sandwich W.</p>
7	Road Links and Extensions	<p>1. County of Essex and Amherstburg.</p> <p>2. County of Essex and Belle River.</p> <p>3. County of Essex and Essex (Town).</p> <p>4. County of Essex and Harrow.</p> <p>5. County of Essex and Kingsville.</p> <p>6. County of Essex and Leamington.</p> <p>7. County of Essex and Tecumseh.</p>

TABLE 15: Number of Formal Intermunicipal Agreements to Which Each Municipality is a Partner

Municipality (includes PUC's)	Water Syst. Oper.	Sanitary Landfill Oper. Land (Cnty)	Sewage Syst.	Fire	Police	Dispatch. Services	Recre- ation	Dog Pound Oper. Land (Cnty)	Senior Citizens Housing (County)	Roads (Cnty)	Total Number		All Formal Agree- ments
											exclud. Essex Cnty.	Agreem. with Essex Cnty.	
City													
Windsor	3	1	1			5				1	11	1	12
Towns													
Amherstburg	1	1	1			1	1	1	1	1	6	4	10
Belle River	2	1	1		1	1		1	1	1	6	4	10
Essex	1	1	1					1	1	1	4	4	8
Harrow		1	1	1			1	1	1	1	4	4	8
Kingsville		1	1	1			1		1	1	3	3	6
Leamington		1	1	1			1		1	1	3	3	6
Tecumseh	3	1	1	1		1	1	1	1	1	8	4	12
Village													
St. Clair Beach	1	1	1	1		1		1			6	2	8
Townships													
Anderdon	2	1	1			1	1	1			7	2	9
Colchester N.	1	1	1			1		1			4	2	6
Colchester S.		1	1	1			1	1			4	2	6
Gosfield N.		1	1					1			1	1	2
Gosfield S.		1	1	1	1		1	1			3	1	4
Maidstone	2	1	1					1			6	2	8
Malden	1	1	1				1	1			5	2	7
Mersea		1	1	3			2				6	1	7
Pelée								1			4	2	6
Rochester	1	1	1			1		1			5	2	7
Sandwich S.	2	1	1			1		1	1	1	7	3	10
Sandwich W.	1	1	1			3		1			5	2	7
Tilbury N.	1	1	1	2				1			5	2	7
Tilbury W.	1	1	1	2				1			5	2	7
County of Essex									2	7	14	14	14

County of Essex

TABLE 16: INTERMUNICIPAL COOPERATION

	Joint Boards & Committees	Facilities & Services	Ownership and Joint	Operation Provided or Received
Windsor	1) Landfill Committee	Dispatch. Service (Fire)	Yes	Prov. to Colchester N., St. Clair Beach, Belle River, Tecumseh, Rochester.
	2) Water Works Board	Sanitary Landfill Sewage Treatment Plant	Tecumseh	Prov. to Tecumseh & St. Clair Bch.
	3) Essex Region Conservation Auth.	Supply of Water	Yes	Prov. to Sandwich S.
	4) Emergency Measures Organization	Supply of Water	Essex County	Prov. to Sandwich W.
	5) Suburban Roads Commission	Lock-up Facil.(Police)	Essex County	Prov. to Sandwich W.
	6) Health Unit		Essex County & Sandwich S.	
	7) Development Commission		Essex County	
	8) Children's Aid Societies (2)	Mutual Aid Agreement (Fire)	Yes	
	9)	Boundary Roads	Sandwich W.	
	10) Community Centre Board	Community Centre	Anderd. Malden	
	11) Area Water Board	Water System	Anderd. Malden	
	12) Pollution Control Board	Sanitary Sewage Svst.	Anderd. Malden	
	13) Landfill Committee	Sanitary Landfill	Yes	
	14) Dog Pound Committee	Dog Pound	Yes	
	15) Cemetery Board	Building Inspector		Prov. to Anderdon & Malden
	Essex Region Conservation Auth.	Dispatch. Service (Fire & Police)		Rec'd from Sandwich W.
		Fire Service	Anderd. Malden	Prov. to Anderdon
		Senior Citizen Hous. Road links	Yes	
		Mutual Aid Agreement (Fire)	Essex County	
		Land Division Commt.	Essex County	
			Yes	Rec'd from County of Essex
Amherstburg	1) Community Centre Board			
	2) Area Water Board			
	3) Pollution Control Board			
	4) Landfill Committee			
	5) Dog Pound Committee			
	6) Cemetery Board			
	7) Essex Region Conservation Auth.			
	8)			
	9)			
	10)			
	11)			
	12)			
	13)			
	14)			

Table 16: Continued

Joint Boards & Committees		Facilities & Services	Ownership and Operation Joint	Provided or Received
Belle River	1) Dog Pound Committee	O. P. P.	Yes	Prov. to Maidstone
	2) Dog Pound Committee	Dog Pound	Yes	
	3) Landfill Committee	Sanitary Landfill		
	4)	Dispatching Service (Fire)		Rec'd from Windsor
	5)	Supply of Water		Prov. to Rochester
	6)	Supply of Water		Prov. to Maidstone
	7) Essex Region Conservation Auth.	Senior Citizen Hous.	Yes	
	8)	Road links	Essex Countv	
	9)	Mutual Aid Agreement	Essex Countv	
	10)	(Fire)	Yes	
	11)	Library Services		Rec'd from Library of Essex County
	12)	Land Division Commit.		Rec'd from Essex County
Essex	1) Landfill Committee	Sanitary Landfill	Yes	
	2) Dog Pound Committee	Dog Pound	Yes	
	3)	House Maidstone		Prov. to Maidstone
	4)	Fire Truck		
	5)	Supply of Water		Prov. to Maidstone
	6)	Supply of Water		Prov. to Sandwich S.
		Dispatching Service (Fire & Police)		
	7) Essex Region Conservation Auth.	Senior Citizens Hous.	Yes	Rec'd from Leamington
	8)	Road Links	Essex County	
	9)	Mutual Aid Agreement	Essex County	
	10)	(Fire)	Yes	
	11) Union Water System Advisory Comm.	Land Division Commit.		Rec'd from Essex County
Harrow	1) Landfill Committee	Sanitary Landfill	Yes	
	2) Dog Pound Committee	Dog Pound	Yes	
	3) Planning Board	Fire Department	Colchester S.	
	4)	Community Centre & Fair Grounds	Colchester S.	
	5) Rec. & Community Centre Board		Colchester S.	

Table 16: Continued

Joint Boards & Committees		Facilities & Services	Ownership Joint	and Operation (Provided or Received)
Kingsville	6) Board of Parks Management	Municipal Building	Colchester S.	Provided to Colchester S.
	7)	Senior Citizen Hsng. Road Links	Essex Countv Essex Countv	
	8) Essex Region Conservation Authority	Mutual Aid Agreement (Fire)	Yes	
	9)	Land Division Comm.		Rec'd from County of Essex
	10)			
	11)			
	12)			
	1) Landfill Committee	Sanitary Landfill Firehall	Yes	Prov. to Gosfield S.
	2)			
	3) Planning Board	Community Centre	Gosfield S. Gosfield S. Gosfield S.	
	4) Committee of Adjustment	Dog Pound		Rec'd from Leamington
	5) Board of Management & Control	Dispatch. Service (Fire & Police)		Rec'd from Leamington Rec'd from Leamington
	6)	Police Lock-up Facil.		
	7)			
Leamington	8) Essex Region Conservation Authority	Senior Citizen Hous. Road links	Yes Essex Countv Essex Countv	
	9)	Mutual Aid Agreement (Fire)	Yes	
	10)			
	11)			
	12)			
	13) Union Water System Advisory Comm.	Police Lock-up Facil. Sanitary Landfill	Yes Mersea	Prov. to Mersea & Kingsville
	1) Landfill Committee	Athletic Field		
	2) Planning Board	Fire Hall		Prov. to Mersea Prov. to Mersea
	3)	Dispatch. Service (Fire & Police)		
	4)	Municipal Building	Mersea	Prov. to Mersea, Kingsville & Essex
	5)	Dog Pound		
	6)			Prov. to Kingsville
	7)	Library Services	Yes	
	8)	Senior Citizen Hous. Road Links	Essex County Essex County	Rec'd from library of County of Essex
	9) Essex Region Conservation Authority	Mutual Aid Agreement (Fire)	Yes	
	10)			
	11)			
	12)			
	13)			
	14) Union Water Svstem Advis. Comm.			

Table 16: Continued

Joint Boards & Committees		Facilities & Services	Ownership and Operation Joint Provided or Received
Tecumseh	1) Landfill Committee	Sanitary Landfill	Yes
	2) Dog Pound Committee	Dispatch Serv. (Fire)	Rec'd from Windsor
	3) Dog Pound Committee	Dog Pound	Yes
	4) Fire Hall	Fire Hall	Prov. to St. Clair Beach
	5) Little River	Little River	
	6) Sewage Treatment Plt.	Sewage Treatment Plt.	Rec'd from Windsor
	7) Supply of Water	Supply of Water	Prov. to St. Clair Beach
	8) Supply of Water	Supply of Water	Prov. to Sandwich S.
	9) Supply of Water	Supply of Water	Windsor
	10) Senior Citizen Hous.	Senior Citizen Hous.	Yes
	11) Road Links	Road Links	Essex County
	12) Mutual Aid Agreement (Fire)	Mutual Aid Agreement (Fire)	Essex County
	13) Land Division Comm.	Land Division Comm.	Yes
St. Clair Beach	1) Landfill Committee	Sanitary Landfill	Rec'd from County of Essex
	2) Little River Sewage Treatment Plant	Little River Sewage Treatment Plant	Yes
	3) Supply of Water	Supply of Water	Rec'd from Windsor
	4) Dispatch. Serv. (Fire)	Dispatch. Serv. (Fire)	Rec'd from Tecumseh
	5) Dog Pound	Dog Pound	Rec'd from Windsor
	6) Fire Hall	Fire Hall	Rec'd from Tecumseh
	7) Mutual Aid Agreement (Fire)	Mutual Aid Agreement (Fire)	Yes
	8) Mutual Aid Agreement (Fire)	Mutual Aid Agreement (Fire)	(under Tecumseh)
Anderdon	1) Landfill Committee	Sanitary Landfill	Yes
	2) Dispatching Service (Fire & Police)	Dispatching Service (Fire & Police)	Rec'd from Sandwich W.
	3) Dog Pound	Dog Pound	Yes
	4) Sanitary Sewage Svst.	Sanitary Sewage Svst.	Amherst. & Mald.
	5) Water	Water	Amherst. & Mald.
	6) Building Inspector	Building Inspector	Amherst. & Mald.
	7) Fire Service	Fire Service	Prov. to Colchester N.
	8) Mutual Aid Agreement (Fire)	Mutual Aid Agreement (Fire)	Rec'd from Amherstburg
	9) Fire Service	Fire Service	Rec'd from Amherstburg
	10) Fire Service	Fire Service	Yes
	11) Mutual Aid Agreement (Fire)	Mutual Aid Agreement (Fire)	Yes
	12) Mutual Aid Agreement (Fire)	Mutual Aid Agreement (Fire)	Yes

Table 16: Continued

Joint Boards & Committees		Facilities & Services	Ownership and Operation Joint	Provided or Received
Colchester N.	1) Landfill Committee	Water		Received from Anderdon
	2) Dog Pound Committee	Sanitary Landfill	Yes	
	3) Essex Region Conservation Authority	Disbatch. Service (Fire)		Rec'd from Windsor
	4) Dog Pound Committee	Dog Pound	Yes	
	5) Essex Region Conservation Authority	Mutual Aid Agree. (Fire)	Yes	
	6)		Yes	
Colchester S.	1) Landfill Committee	Sanitary Landfill	Yes	
	2) Recreation & Community Centre Board	Fire Department	Harrow	
	3) Board of Parks Management	Commun. Centre & Fair Grounds	Harrow	
	4) Planning Board		Harrow	
	5) Dog Pound Committee		Harrow	
	6) Essex Region Conservation Authority	Dog Pound	Yes	Rec'd from Harrow
	7)	Municipal Building		
	8)	Mutual Aid Agree. (Fire)	Yes	(under Harrow)
	9)	Land Division Committee		Rec'd from County of Essex
	10)			
Gosfield N.	1) Landfill Committee	Sanitary Landfill	Yes	
	2) Essex Region Conservation Authority	Dog Pound	Gosfield S.	
	3) Union Water Syst. Advisory Comm.	Mutual Aid Agree. (Fire)	Yes	
	4)	Land Division Committee	Yes	Rec'd from County of Essex
	5)			
	6)			
Gosfield S.	1) Landfill Committee	Sanitary Landfill	Yes	
	2) Board of Management & Control	Fire Hall		Rec'd from Kingsville
	3) Planning Board	Community Centre	Kingsville	
	4) Committee of Adjustment		Kingsville	
	5) Essex Region Conservation Authority	Dog Pound	Kingsville	
	6) Union Water Syst. Advisory Comm.	Mutual Aid Agree. (Fire)	Gosfield N.	
	7)		Yes	(under Kingsville)
	8)			
	9)			

Table 16: Continued

	Joint Boards & Committees	Facilities & Services	Ownership and Joint	Operation Provided or Received
Maidstone	1)	Supply of Water		Rec'd from Belle River
	2)	Supply of Water		Rec'd from Essex
	3)	Sanitary Landfill	Yes	
	4)	Fire Hall		Rec'd from Essex
	5)	O. P. P.		Rec'd from Belle River
	6)	Dog Pound	Yes	
	7)	Mutual Aid Agree. (Fire)	Yes	
	8)		Yes	
	9)		Yes	
Malden	1)	Sanitary Landfill	Amhstb. & Anderd.	
	2)	Sanitary Sewage Svst.	Yes	
	3)	Community Centre	Amhstb. & Anderd.	
	4)	Dog Pound	Amhstb. & Anderd.	
	5)	Building Inspector	Yes	Rec'd from Amherstburg
	6)			
	7)	Mutual Aid Agree. (Fire)	Amhstb. & Anderd.	
	8)	Land Division Committee	Yes	
	9)		Yes	Rec'd from County of Essex
	10)			
Mersea	1)	Dog Pound	Whitly & Romney	
	2)	Sanitary Landfill	Yes	
	3)	Fire Hall		Rec'd from Leamington
	4)	Fire Hall		Rec'd from Wheatley & Romney
	5)	Fire Services		Prov. to Tilbury W.
	6)	Athletic Field		Rec'd from Leamington
	7)	Arena	Whitly & Romney	
	8)	Dispatching Service (Fire & Police)		Rec'd from Leamington
	9)	Municipal Building	Leamington	
	10)	Police lock-up Facil.	Leamington	
	11)	Mutual Aid Agree. (Fire)	Yes	
	12)	Land Division Committee	Yes	
	13)			
	14)			Rec'd from County of Essex
	15)			

Table 16: Continued

	Joint Boards & Committees	Facilities & Services	Ownership and Operation Joint Provided or received
Pelee	1) Essex Region Conservation Authority 2)	Library Services	Yes Rec'd from Library of County of Essex
Rochester	1) Landfill Committee 2) 3) 4) Dog Pound Committee 5) Essex Region Conservation Authority 6) 7) Union Water System Advisory Comm. 8)	Supply of Water Sanitary Landfill Dispatching Servs. (Fire) Dog Pound Mutual Aid Agreement (Fire) Land Division Committee	Rec'd from Belle River Rec'd from Windsor Yes Yes Yes Yes
Sandwich S.	1) 2) 3) 4) Landfill Committee 5) 6) Dog Pound Committee 7) Essex Region Conservation Authority 8) 9) Development Commission	Supply of Water Supply of Water Supply of Water Sanitary Landfill Dispatching Servs. (Fire) Dog Pound Mutual Aid Agreement (Fire)	Rec'd from County of Essex Rec'd from Essex Rec'd from Tecumseh Rec'd from Windsor Rec'd from Sandwich W. Yes Yes Yes Yes Windsor, County of Essex
Sandwich W.	1) 2) Landfill Committee 3) 4) Dog Pound Committee 5) 6) Essex Region Conservation Authority 7) 8) 9)	Supply of Water Sanitary Landfill Dispatching Service (Fire &/or Police) Dog Pound Lock-up Facilities (Police) Senior Citizens Housing Mutual Aid Agreement (Fire) Boundary Roads	Rec'd from Windsor Provided to Anderson, Amherstburg & Sandwich S. Rec'd from Windsor Yes Yes County of Essex Yes Windsor
Tilbury N.	1) Joint Water Committee 2) Landfill Committee 3) 4) 5) Dog Pound Committee 6) Erie St. Clair Planning Board	Supply of Water Sanitary Landfill Fire Service Fire Service Dog Pound	Prov. to Tilbury W. Rec'd from Tilbury W. Rec'd from Tilbury Town Yes Yes Tilbury T., Til. W., Romney, Whtl. & Tilbury E.

Table 16: Continued

	Joint Boards & Committees	Facilities & Services	Ownership and Operation	
			Joint	Provided or Received
Tilbury N. (cont.)				
7)		Supply of Water	Yes	Rec'd. from Tilbury Town
8)	Essex Region Conservation Authority	Land Division Committee		Rec'd from County of Essex
9)				
Tilbury W.				
1)	Joint Water Committee	Supply of Water	Yes	Rec'd from Tilbury N.
2)	Landfill Committee	Sanitary Landfill		
3)		Fire Service		Prov. to Tilbury N.
4)		Fire Service		Rec'd from Mersea
5)	Dog Pound Committee	Dog Pound	Yes	
6)	Erie-St. Clair Planning Board		Tilbury T., Tilb. N., Romney, Wheatlev, Tilbury E.	
7)		Supply of Water	Yes	Rec'd from Tilbury Town
8)	Essex Region Conservation Authority	Mutual Aid Agreement (Fire)	Yes	
9)		Land Division Committee		Rec'd from County of Essex
10)				
County of Essex				
1)	Emergency Measures Organization	Library Services	Windsor	Prov. to Belle River, Leamington, and Pelee
2)	Suburban Roads Commission	Landfill Sites	Windsor	Prov. to all Municipalities except Pelee
3)	Health Unit	Land for Dog Pounds	Windsor	Prov. to Amhstbg. Andrdn., Belle River, Colch. S., Colch. N., Essex, Harrow, Mdtn., Malden, Rochstr., Sand. S., Sand. W., St. Cl. Bch., Tecumseh, Tilbury N., Tilbury W.
4)	Development Commission		Sand. S. & Windsor	
5)	Children's Aid Societies (2)			
6)				
7)				
8)				
9)		Senior Citizen Housing	Amhst., Belle Riv., Essex, Harrow, Kng-vle., Leamtn., Sand. W., Tecumseh	
10)		Road Links	Amhst., Belle Riv., Essex, Harrow, Kng-vle., Leamtn., Tecum.	
11)		Land Division Comm.	Prov. to Amherstburg, Belle River, Essex, Harrow, Tecum., Colch. S., Gos. N., Malden, Mers., Roch., Til. N&W.	

SECTION IV: BOARDS AND COMMISSIONS

The municipal council is the central institution of local government in Ontario. Other local agencies have been created by provincial, and in one case federal, statutes to carry out specific functions. However, the municipal council is distinguished by its multi-functional role and the centrality of its position in relation to other elements of the local government system. In the following pages, a number of local boards, commissions and agencies will be briefly described. It will be seen that one characteristic they have in common is the definition of their existence in terms of their relationship to the municipal council. This is true even of the most autonomous local government agencies--the boards of education. Although elected school boards represent, for a limited number of matters, a system of local government parallel to that of the municipalities, they clearly are not totally independent of the latter. The boundaries of local boards of education are based on City and County boundaries; they raise local revenues through the local municipalities; their members are elected by making use of the machinery created for the conduct of municipal elections and they are subject to the local planning legislation made by municipal councils. It will be clear from the following that local boards and commissions have varying degrees of independence from the municipal council.

The local government system, of which the municipalities are the core element, is extremely complex in Ontario, particularly in those areas where restructuring has not taken place. The range of local agencies, boards and commissions is a wide one and their relationships to the municipalities are extremely varied. It is obvious to anyone involved in local government that very few members of the public have a clear picture of the full range of local government activities even in their own municipalities, let

alone those of neighboring cities and counties. In fact many of those actively involved in local government have only a partial understanding of the overall system, their knowledge, quite naturally, being largely restricted to those elements of the system in which they have direct personal experience.

In order to present a full and understandable picture of local government structure in Essex County, it is necessary to go beyond a simple listing of agencies. It seems necessary and desirable to say something about the legal basis of each agency, the range of its activities, its relationship to the municipal council and other local agencies and the size of its budget. This budgetary information provides a very rough index of the relative significance of the agency in the local government system. Later reports will be concerned with the finances of, and the services provided by, local boards and commissions.

We have divided the local boards, commissions and agencies into three groups. The first group is made up of those bodies which have jurisdiction in both the City and the County. The second group includes those local bodies having jurisdiction in one municipality, or in two or more adjacent municipalities. Finally, there are certain local boards and commissions which are charged with the management of community facilities.

The most significant local boards--the school boards--do not fit into any of these groups. As a result of special provisions in the Secondary Schools and Boards of Education Act, the County of Essex school boards do not include under their jurisdiction all of the municipalities in the County. The City of Windsor has its own school boards which for the purpose of the Act are treated as County school boards. We have discussed the school boards in Part 4 of this paper.

PART 1: COUNTY AND CITY AGENCIES

There are a number of agencies which provide services in the Essex County area which are financed jointly by the City and the government of the County of Essex. These include the Metro Windsor-Essex County Health Unit, the Windsor Suburban Roads Commission, the Emergency Measures Organization and two Children's Aid Societies. Slightly different from these is the Essex Region Conservation Authority which includes all the municipalities within Essex County, except for the County government itself. Finally, there are two private organizations, the Windsor-Essex County Development Commission and the Greater Windsor Visitor's and Convention Bureau, which obtain most of their funds from the City and County governments.

Metro Windsor - Essex County Health Unit

The Health Unit was established in 1960 under the provisions of the Public Health Act and the regulations made under it. Its area of jurisdiction is the whole of Essex County, including the Township of Pelee. The work of the Unit is under the direction of a Board of Health consisting of four aldermen chosen by the City Council, four councillors chosen by Essex County Council and two local residents appointed by the Minister of Health. No other local boards of health exist in Essex County.

The Director and Medical Officer of Health (MOH) is chief executive officer of the Unit. The appointment and removal of the Medical Officers of Health are subject to the approval of the Minister of Health. Under provincial statutes the M. O. H. has a number of statutory responsibilities in public health matters where he acts independently on the basis of his professional judgement. While the Board has a general responsibility for the operation of the Unit, the ultimate check on the M. O. H. in the performance of his statutory responsibilities rests with the courts.

The Health Unit has a wide variety of functions under the Public Health Act and other statutes. It is organized into a number of divisions to fulfil its duties, namely: the Clinics, the Medical and Dental Divisions, Epidemiology, Environmental Health and Business Administration. The Unit's central purposes are the prevention of disease and the improvement of the health of the community through health education, diagnosis and a limited range of treatments.

The Health Unit is financed by grants from the City and County Councils (approximately 25%) and the province (approximately 75%). In 1974 the County Council appropriated \$137,000 and the City Council \$269,700 for support of the Unit's operations. The overwhelming proportion of the Unit's activities are financed on a shared cost basis, but a limited number of them at any given time may be funded locally. While the budget of the Unit is subject to scrutiny by the City and County Councils, in practice they are very unlikely to alter the recommendations of the Board of Health. The Medical Officer of Health submits an annual report to the Board of Health on "the health and sanitary conditions of the community." In addition to this detailed report, the M. O. H. also submits a formal and detailed monthly report to the Board.

The Board of Health must meet quarterly, but in practice it has approximately ten meetings per year. Board members receive an indemnity of \$35 per meeting. The total staff of the Unit (February 1975) is 115 full-time employees and four part-time employees.

Windsor Suburban Roads Commission

The Windsor Suburban Roads Commission was established under the provisions of Part VIII of the Highway Improvement Act. It is responsible for the construction and maintenance of approximately 141 miles of roads (1973) which are part of the County Road System

which has a total of approximately 342 miles . . These roads stretch as far as Harrow in the south, Essex in the centre of the County, and Puce in the north-east. The designation of roads as suburban roads is the Commission's responsibility. This designation is subject to the approval of the Minister of Transportation and Communications but is not subject to approval by either the City or County Councils.

The Commission consists of five members--two chosen by the Windsor City Council, two chosen by the Essex County Council and a Chairman chosen by the four appointed members. Commissioners, who serve a five year term, cannot be members of the provincial assembly or of a municipal council. They also cannot be municipal employees. Commissioners may be removed from office by a two-thirds vote of the body appointing them.

The County Engineer is responsible for the supervision of construction and maintenance of suburban roads under the direction of the Commission. The expenses of the Commission are shared by the County (25%), the City (25%) and the province (50%). Provincial support for work on bridges and culverts may be as high as 80%. The County Council approves the County roads budget and then notifies the City of its contribution. If that contribution is less than the product of a rate of one-half mill on the city's assessment as fixed by the Minister for this purpose, the City Council has no power to vary the sum involved.

The budget of the Suburban Roads Commission for 1974 was \$624,300 with a contribution from the City of Windsor of \$160,325.

Emergency Measures Organization.

The Emergency Measures Organization (E. M. O.) was established in 1960 by by-laws of the City and the County passed under the Emergency Measures Act. The Organization works under the direction

of a joint County-City committee made up of the Mayor of Windsor, two aldermen appointed by City Council and two councillors appointed by Essex County Council.

The primary purpose of the E. M. O. is to prepare plans to deal with emergencies by the co-ordination of existing local government departments and other local organizations. The organization trains both public servants and volunteers for work in an emergency.

The E. M. O. has a staff of three full-time employees headed by a Director. The Director reports to the Windsor City Manager who is designated as Coordinator for the area in the event of an emergency. The largest proportion of funds for the support of the E. M. O. comes from the federal and provincial governments through the province's Solicitor General's Ministry, although both the City and the County make limited contributions. In 1974 the total E. M. O. budget was 62,755, including a provincial grant of \$47,341.

Children's Aid Societies

There are two Children's Aid Societies, each of which has jurisdiction throughout Essex County: the Children's Aid Society of the County of Essex and the Children's Aid Society for Essex County (Roman Catholic).

The City Council annually appoints three aldermen, and the County Council appoints one councillor to the directorate of each Society. Each Society has its own by-laws governing the membership of its directorate. The costs of providing statutory services are charged to the Province, the City and the County. The City and County contributions depend upon the proportion of children in care from each jurisdiction. Additional services provided by the children's aid societies are funded by the City and the County; their respective contributions depend upon population. Special services are funded by the municipality requesting the services.

The Children's Aid Societies prepare annual estimates. These estimates are presented to the City Council and the County Council. If the estimates are altered without the approval of the Society, the Society can request the Minister to refer the issues in dispute to a specially appointed child welfare review committee. This is an arbitration committee made up of one person appointed by the Society, one person appointed by the municipality and a neutral chairman. This committee then advises the Minister on the appropriate estimates. The Minister has final power of approval on the estimates of the Children's Aid Societies.

In 1974 the County appropriated \$240,413 and the City appropriated \$817,367 for support of the operations of the Children's Aid Societies.

Essex Region Conservation Authority

Two conservation authorities have jurisdiction in Essex County. The Essex Region Conservation Authority, established in July, 1973, has jurisdiction in all parts of the County except for certain areas of the Townships of Tilbury North (57% of area excluded), Tilbury West (65% excluded) and Mersea (22% excluded). These latter areas come under the jurisdiction of the Lower Thames Valley Conservation Authority. The division line is determined by an examination of the watershed.

Established under the provisions of the Conservation Authorities Act, the Essex Region Conservation Authority is made up of four representatives chosen by Windsor City Council, two representatives chosen by the municipal councils of Leamington and Sandwich West, one representative chosen by each of the other twenty municipal councils in the County, and three provincial appointees. This makes a total of 31 members. The Essex County Council does not have representation on the Conservation Authority.

The objectives of the Authority are defined in the Act as follows:

to establish and undertake in the area over which it has jurisdiction, a program designed to further the conservation, restoration, development and management of natural resources other than gas, oil, coal and minerals.

The Authority has the power to determine the benefit received by each municipality from any project and to notify each municipality of this apportionment. Any municipality can appeal these decisions to the Ontario Municipal Board which has the final authority to agree with or change the apportionments made by the Conservation Authority. Both the capital costs and maintenance costs of projects may be apportioned on a benefit-received basis. However, the present policy of the Authority is to apportion these costs on the basis of equalized assessment. The administrative costs of the Authority are allocated to each municipality according to its proportion of the total equalized assessment of the area under the jurisdiction of the Conservation Authority. In the case of municipalities whose boundaries extend beyond the area included within the Authority, only that section so included is counted in the calculation of benefits and equalized assessment. Only residents in this part of the municipality bear the burden of the levies made on the municipality.

The Province pays 50% of administration costs, 50% of land acquisition costs, and 75% of the cost of water control projects.

In 1974, its first full year of operation, the Essex Region Conservation Authority had a budget of \$1,625,000. Out of this sum, \$1,250,000 was spent on water control works for Pelee Island; \$320,000 was allocated to land acquisitions and \$55,000 went into administrative and maintenance costs. The Pelee Island works received a 90% grant from the provincial and federal governments.

The Authority has completed the acquisition of three pieces of property for a total of approximately 161 acres. It also has two engineering studies underway.

The Authority has a full-time staff of four (one of whom--the Resources Manager--is a provincial employee).

Windsor-Essex County Development Commission

The Windsor-Essex County Development Commission (formerly the Greater Windsor Industrial Commission) is a private non-profit corporation formed to promote the area as a location for business and industry and to encourage the development of all employment-creating enterprises and activities. Although it is a private organization, the overwhelming proportion of its operating budget comes from grants made by municipal bodies and local boards. The municipal grants are made under the provisions of section 395 of the Municipal Act.

The Commission's work is conducted under the supervision of a Board of Directors consisting of 8 people appointed by the supporting municipal councils and boards, from their own memberships (3 from the City Council, 2 from the County Council, and 1 each from Sandwich South Township Council, the Windsor Harbour Commission and the Windsor Utilities Commission), 2 members each appointed by the Windsor Chamber of Commerce and the Windsor Labour Council, and 6 elected directors from local business concerns. In 1974, the following local organizations made contributions to the expenses of the commission: the City of Windsor, \$90,000; the County of Essex, \$14,000; the Township of Sandwich South, \$1,000; the Harbour Commission, Windsor, \$1,500; and the Windsor Utilities Commission, \$1,500. The total operating budget of the Commission was \$115,000.

The Commission has a full-time staff of five, made up of the Commissioner, the Development Manager, a Development Assistant and two clerical employees. The Commission publishes a variety of informational brochures and booklets, including a comprehensive Business Directory and an Annual Report.

Greater Windsor Visitors and Convention Bureau

The Bureau was established in 1963 to promote the growth of tourism in Greater Windsor, particularly through the development of Windsor as a convention centre. The Board of Directors of the Bureau has thirty-five members broadly representative of the business community, particularly of that sector concerned with tourism. The City Council and County Council each appoint one member to the Board of Directors.

In 1974 the Bureau's revenues totalled \$68,553, of which \$54,400 (78.8%) came from a grant by the City of Windsor and \$1,000 (1.5%) from a grant by the County of Essex. The Bureau has a staff of four people headed by a general manager.

PART 2: LOCAL AND JOINT MUNICIPAL BOARDS AND COMMISSIONS

A number of special purpose, local boards exist in Essex County municipalities. In the cases of planning and library services, the entire County is under the jurisdiction of local boards. In other instances certain municipalities have special purpose boards while others do not. In some instances a board has jurisdiction in more than one municipality. While in every case the existence of a particular board can be explained in terms of statutory requirements or local conditions, the overall picture is complex and confusing.

In the pages which follow, we have attempted to describe the pattern of local boards in the following fields: planning, the retailing of electricity and water, police and libraries. Reference is also made to a number of local boards which are unique to certain municipalities in Essex County.

Planning Boards

All parts of Essex County are included within defined planning areas which fall under the jurisdiction of planning boards. Most of the municipalities have their own planning boards whose jurisdictional boundaries correspond to the municipal boundaries. Some of

TABLE 17: BOARDS AND COMMISSIONS--LOCAL AND JOINT

Municipality	Planning Board	Committee of Adj.	Public Utilities Commission	Hydro	Police	Library Board	Miscellaneous
<u>City</u> Windsor	X	X	X		X	X	S. W. & A. Railway Company, Housing Co. Ltd.
<u>Towns</u> Amherstburg	X	X	X		X		Area Water Board (Anderdon & Malden)
Belle River	X			X		X	Pollution Control Bd. (Anderdon, Malden)
Essex	X		X		X		
Harrow	Colchest.S.			X			
Kingsville	Gosfield S.		X		X		
Leamington	Mersea	X	X		X	X	
Tecumseh	X	X	X				
<u>Village</u> St. Clair Bch.	X	X		X			
<u>Townships</u> Anderdon	X	X	(wtr.only)				Pollution Control Bd. (Amherst., Malden)
Colchester N.	X	X					Area Water Brd. (Amherstburg. & Malden)
Colchester S.	Harrow						
Gosfield N.	X						
Gosfield S.	Kingsville	Kingsville					
Maldstone	X	X	X (wtr.only)				
Malden	X						
							Telephone Commission
Mersea	Leamington						
Peelee						X	
Rochester	X						
Sandwich S.	X	X					
Sandwich W.	X	X			X		
Tilbury N.	Tilb.T., Til. E., Til. ^{w.}						
	Wheatley, Romney						
Tilbury W.	Tilb.T., Til. E., Til. ^{w.}						
	Wheatley, Romney						
County of Essex		Land Div. Committee				X	

the municipalities are included in joint planning areas. In three cases, this involves the combining of a town with a township whose territory surrounds the town--Harrow and Colchester South, Kingsville and Gosfield South, Leamington and Mersea. Tilbury North and Tilbury West are included in the Erie/St. Clair Planning Area which also encompasses the Town of Tilbury, the Village of Wheatley and the Townships of Tilbury East and Romney, all in the County of Kent. Pelee Township was designated as a planning area in late 1974. In the case of joint planning areas, one planning board exists and one municipality is named by the Minister as the designated municipality for the purposes of the Planning Act. Harrow, Kingsville, Leamington and Tilbury Town are the designated municipalities in those cases affecting Essex County.

The size of the planning boards may vary from 5 to 9 members. The head of the council of the designated municipality is an exofficio member of the planning board; other members are chosen by the council of the designated municipality. (In the case of joint planning areas, appointments are subject to ministerial approval.) In 1972 the provision in the Planning Act restricting council members to a minority of the membership of a planning board was repealed. Now the mix of council and non-council members on planning boards is determined by the municipal council. Council members are appointed annually whereas citizens (who must not be municipal employees) are appointed for three-year terms.

The planning board is, in essence, an advisory body to the municipal council. The planning board has particular responsibility for preparing the official plan and conducting such studies and hearings as are required for this purpose. The Board also provides advice on other planning matters such as zoning by-laws and subdivision applications. However, it is the municipal council which takes definitive action on planning matters on behalf of the municipality.

The City of Windsor Planning and Urban Renewal Department has an establishment of twenty, including both professional planners and support staff. The County of Essex, which recently undertook a major land-use planning study but which has no statutory powers under the Planning Act, added a professional planner to its staff in 1974. All other municipalities in the County engage private consultants to assist them with planning studies and with the preparation of official plans, zoning by-laws etc., when such a need arises.

Planning boards prepare annual estimates and submit them to the municipal councils. The council may amend such estimates before approving them. In the case of joint planning areas, the planning board submits estimates to each municipal council within the planning area with a statement of the proportion to be paid by each municipality. The annual estimates are approved, or approved as amended, when the councils of the municipalities with a majority of the population of the planning area approve them. In instances where there is disagreement as to the apportionment of costs among municipalities, the Ontario Municipal Board has the power to make the final decision.

Committees of Adjustment and the Land Division Committee

Committees of Adjustment are created under the provisions of the Planning Act. Their purposes are to deal with minor variances from the provisions of by-laws implementing an official plan or by-laws made under section 35 of the Act, with applications for minor changes in the case of non-conforming uses of land, buildings or structures, and, in some instances, with applications for consents where the committee is satisfied that a plan of subdivision is not necessary for the proper and orderly development of the municipality. (A consent is the approval which a person must receive before being allowed to divide land for sale or long-term lease. If the proposal is for division into several parcels [usually in excess of three], it is necessary to register a plan of subdivision which involves a procedure quite different from

that of obtaining a consent.)

Committees of Adjustment are appointed by municipal councils. They consist of at least three members, none of whom may be members of the council or employees of the municipality or local boards thereof. Members of the Committee are appointed for three year terms, one third retiring each year, and are paid such remuneration as the council determines.

The Committee is required to hold public hearings on applications, and to hear the applicant and every other person who desires to be heard for or against the application. Appeals against Committee decisions may be made to the Ontario Municipal Board by the applicant, by the Minister of Housing or by any other person who has an interest in the matter. The Ontario Municipal Board has the power to dismiss an appeal or to make any decision that the committee could have made on the original application.

Thirteen municipalities in Essex County have Committees of Adjustment. Ten of these Committees have jurisdiction over consents. Three committees--those in Amherstburg, Tecumseh and Malden--do not. Consents in these three municipalities and the nine county municipalities without Committees of Adjustment, are dealt with by the County of Essex Land Division Committee. The Township of Pelee does not have a Committee of Adjustment; here, consent applications must be made to the Minister of Housing.

The County Land Division Committee consists of five members chosen by the County Council for three year terms, one third retiring each year. No council member or employee of the County or any municipality within it, may be a member of the Committee. The powers of the County Land Division Committee are limited to dealing with applications for consents. The decision of the Committee can be appealed to the Ontario Municipal Board in the same manner as decisions of the Committees of Adjustment.

TABLE 18: OFFICIAL PLANS AND ZONING BY-LAWS

Municipality	In Preparation	Official Plans Approved by Council	Approved by Minister	In Preparation	Zoning By-laws Approved by Council	Approved by OMB
<u>City</u> Windsor		1971	1972	Wards 1-5 Wards 6-8	(By-law #728) 1948 (By-law #3072) 1967	1949 1970 1954
<u>Towns</u> Amherstburg		1973	--	new	--	--
Belle River		1974	--		1974	--
Essex		1962	1962			1963
		1974		new	--	--
Harrow (w. Colchstr S.)		1972	1973	X	--	--
Kingsville (w. Gosfield S.)		1966	1966	--	1973	--
		--	1974		1973&'74	--
Leamington (w. Mersea)		1974	1965	Leamington only	--	1964
		1973	--		1974	--
Tecumseh		1963	--		1959	1960
<u>Village</u> St. Clair Beach	amend- ments	'71&'73	'73&'74	+ several amendments		X
<u>Townships</u> Anderdon		1969	1970		1972	--
Colchester N.		1972	1973		1973	--
Colchester S. (w. Harrow)		1972	1973	X	--	--
Gosfield N.		1970	1972		1973	--
Gosfield S. (w. Kingsville)	amend- ment	1974	1966	--	1973	--
Maidstone		1965	1966		1970	1973
	new				1971	
Malden		1973	1973	new		
Mersea (w. Leamington)		1974	1965	none		
			--	none		
Peleee	none	1973	--	X	--	--
Rochester		1968	1969		1968	1970 (sched. F still in process)
Sandwich S.						

Table 18, continued

Municipality	In Preparation	Approved by Council	Approved by Minister	In Preparation	Approved by Council	Approved by OMB
Sandwich W.		1968	1970	new	1954	1957
Tilbury W. (pt. of Erie/ St. Clair)*			1974	X	--	--
Tilbury W. (pt. of Erie/ St. Clair)*		1973	1974	none	1973	--
County of Essex						

*Erie/St. Clair Planning Area includes Tilbury (Town), Wheatley, Tilbury W., Tilbury N., Tilbury E., & Romney.

TABLE 19: County of Essex, Land Division Committee Applications--1974

Amherstburg	9
Belle River	15
Essex	19
Harrow	8
Colchester South	34
Gosfield North	29
Malden	32
Mersea	61
Rochester	27
Tilbury North	29
Tilbury West	14
Total:	313

Public Utilities, Public Utility and Hydro Commissions

The Public Utilities Act requires towns and cities, which have a contract with the Ontario Hydro-Electric Power Commission for the supply of electric power, to establish a Commission for the management of the local distribution system. Townships and Villages may establish a Commission, or electric power can be distributed through a Hydro system under the supervision of the council. In other cases, Ontario Hydro itself provides and manages the distribution of electric power to householders in rural municipalities. All three of these arrangements exist in the municipalities of Essex County.

A local commission established to distribute electric power can also be charged with the management of other utilities, in which case it is named a Public Utilities Commission. Alternatively a separate Public Utility Commission can be established for the management of a single service. The decision to establish a Public Utility or Utilities Commission is in the hands of the municipal council. In towns and cities, such by-laws must be approved by the electors. A Public Utilities Commission is required to maintain a separate set of accounts for each type of utility that it provides.

Belle River, Harrow and St. Clair Beach have Hydro Commissions. Amherstburg, Essex, Kingsville, Leamington, Tecumseh and Windsor have Public Utilities Commissions which manage both hydro and water systems. In addition, local hydro systems exist in the police villages of Comber and Cottam where they are managed by the village trustees, and in Sandwich West where a committee of Council manages the system. In the other parts of Essex County, electric power is provided directly by Ontario Hydro, which has a district office in Essex.

Anderdon and Malden have Public Utility Commissions which manage the local water system.

TABLE 20: Public Utility, Public Utilities and Hvdro Commissions

Municipality	Members	Annual Remuneration	Employees
Public Utilities Commissions (Hydro & Water)			414 (1973)
Windsor U C	5	Ch: \$4,300 Mem: \$3,800	
Amherstburg	5	\$800	8
Essex	3	\$900	9
Kingsville	3	\$600	7
Leamington	5	\$1000	15
Tecumseh	3	\$700	10 FT : 1 PT
Public Utility Commissions (Water)			
Anderdon	5	Ch: \$310 Others \$210 \$12/special meeting	1 FT : 1 PT
Walden	3	\$175	1 FT : 1 PT
Hydro Commissions			
Belle River	3	\$20/meeting + expenses	4
Harrow	3	\$350	4 FT : 1 PT
St. Clair Beach	3	\$100	0*

* St. Clair Beach purchases services from Tecumseh P. U. C.

The membership of Hydro, Public Utility and Public Utilities Commissions consists of two or four members elected at large and the head of the municipal council ex officio.

Under the Public Utilities Act, Commissions are required to report annually to the municipal council. In addition, the issuance of debentures to finance capital works and the making of agreements with other municipalities require the approval of the municipal council.

Amherstburg, Anderdon and Malden -- Water Pollution Control Board and Area Water Board

The municipalities of Amherstburg, Anderdon and Malden have representation on two joint boards--a Water Pollution Control Board and an Area Water Board. The Water Pollution Control Board is responsible for the administration and operation of the sewage system--a joint project of the three municipalities.

The Area Water Board was created, following the construction of facilities by the Ontario Water Resources Commission, to supply water to Amherstburg, Anderdon and Malden. Its duties are:

to receive and allocate all billings from the Ontario Water Resources Commissions (now Ministry of the Environment) and to act as Agent for the three municipalities in dealings with the said Commission in connection with the water supply agreement.

Boards of Police Commissioners

Boards of Police Commissioners oversee the provision of police services in Windsor, Amherstburg, Essex, Kingsville, Leamington and Sandwich West. In the other seventeen municipalities, police services are provided under a variety of administrative arrangements. Six different sets of arrangements exist.

1. Anderdon and St. Clair Beach: Municipally operated police departments provide police services throughout the municipality.
2. Colchester South and Mersea: Municipal police departments provide police services to the most densely populated parts of these municipalities. The remaining areas are policed by regular detachments of the Ontario Provincial Police (O. P. P.).

3. Belle River, Harrow, Tecumseh: these municipalities have contracts with the O. P. P. for police service to the entire municipality.
4. Gosfield South & Malden: these municipalities have contracts with the O. P. P. for police services to the most densely populated parts of the municipality. The remaining areas are policed by regular detachments of the O. P. P.
5. Maidstone: This municipality has an agreement with Belle River (in effect a sub-contract with the O. P. P.) for police service to the most densely populated area of the municipality. The remaining area is policed by a regular detachment of the O. P. P.
6. Colchester North, Gosfield North, Pelee, Rochester, Sandwich South, Tilbury North, Tilbury West: these municipalities have neither a local force nor a contract with the O. P. P. They are policed only by regular detachments of the O. P. P.

The enforcement of local by-laws is carried out by local forces and by the O. P. P. when providing services under contract. In areas not serviced under these arrangements, the municipal council must make other provisions for by-law enforcement.

The Boards of Police Commissioners are each made up of three members: the head of council and two provincial appointees. In each case, one provincial appointee is a County Judge (in Essex County one individual sits on four commissions, another on two). In three cases, the second provincial appointee is a provincial judge; in the three remaining instances, the second provincial appointee is a citizen who is not a member of a municipal council. The Board of Police Commissioners is responsible for the direction and supervision of the work of the police department. It prepares an annual budget which it presents to the municipal council. The latter body has power to amend the budget but, in the case of a dispute between the council and the Board of Pol-

Library Boards
Library services are provided in Essex County by five library boards. In the County of Essex, the County Library Board provides service to residents in nineteen municipalities; Belle River and Leamington maintain separate library boards. The separated municipalities of Windsor and Pelee have their own local boards. The County Library Board consists of the Warden, three County councillors chosen annually and three county residents, chosen by County Council for three year terms. The Belle River, Leamington, and Pelee Library Boards each consist of the mayor (reeve in the case of Pelee) and four residents appointed annually by the municipal council. The Windsor Public Library Board consists of the Mayor of Windsor, or his nominee, three members appointed for three year terms by City Council, three members appointed for three year terms by the Windsor Board of Education and two members appointed for two year terms by the Windsor Roman Catholic Separate School Board. The eight appointed members must be residents of the City and may not be members of the body which appointed them (with the exception of the Mayor or his nominee).

Each Board is responsible for submitting annual estimates to County Council or to the relevant municipal council. The councils have the authority to change those estimates. Capital expenditure involving the issuance of debentures require the approval of council subject to the approval of the Ontario Municipal Board, the municipality raises the funds required. Library boards do have some recourse should the municipal council reject their request for the issuance of debentures for capital projects. The board can insist that its application be put to a vote of electors qualified to vote

Police Commissioners, the Ontario Police Commission has the final authority to approve the budget. The Ontario Police Commission has general responsibility for ensuring that local police forces maintain an adequate standard of service.

on money by-laws.

Library systems in Essex County are part of the Southwestern Regional Library system. Representatives of both the City and County Library Boards serve on the regional board; its present Director is the City of Windsor Librarian. In 1974 the City's tax levy, for library purposes, was \$1,613,223 of a total library budget of \$1,984,520. The county tax levy was \$254,819 of a total library budget of \$398,860.

Sandwich, Windsor and Amherstburg Railway Company

In 1970, the S. W. & A. bus system came directly under the control of the City, with all assets being turned over to the City. The City Council annually appoints a five-member Board of Directors. Two of these members are aldermen, one of whom acts as the chairman; the other three are citizens (one chosen from organized labour, one from local business, and one from the major corporations).

The Province of Ontario pays 75% of all capital expenditures made by the S. W. & A. The operating deficit is divided between the Province and the City of Windsor on a 50-50 basis. In 1974, the operating deficit was \$1,010,728; the City paid \$505,364 of this. The administration of the S. W. & A. is headed by a general manager. There are 188 employees, 147 of whom are drivers.

With the exception of one line which extends into Sandwich West, the S. W. & A. provides bus service only within the boundaries of the City of Windsor.

City of Windsor Housing Company Limited

The Windsor Housing Company is a limited dividend company set up in 1952, as provided for in the National Housing Act. Its stated purpose in its charter is to provide senior citizen housing for residents of the City. It presently operates 402 senior citizen units.

A five-member Board of Directors is appointed annually by the City Council. Two of the five members of the Board are council

Members. The City Property Director is the Secretary-Manager of the Windsor Housing Company.

The Housing Company operates on a cost-recovery basis. The only financial assistance given by the City of Windsor to operating costs is a subsidization of annual taxes on some of the units. In 1974, this amounted to a cost of \$53,033 for the City. The City also subsidizes the cost of construction.

Gosfield North Telephone Commission

It was quite common in the past for municipalities to operate their own local telephone systems. However, over time Bell Telephone purchased local systems and integrated them with its own services. Gosfield North is the only municipality in Essex County which retains a local telephone system.

Under provisions of the Telephone Act, township council members form the Telephone Commission and are responsible for the management of the system.

PART 3: COMMUNITY BOARDS

Local governments are intimately involved in the provision and support of facilities for community activities. The institutional arrangements for directing and managing parks, arenas and community centres have been shaped by the desire to encourage the active participation of community groups and individual citizens in these activities. Typically, the committees and boards established for this purpose include non-council members and, in some instances, representatives of community organizations, such as service clubs. The appointment, of usually a minority, of council members is a recognition of the need to coordinate the work of these bodies with the other activities of the municipality and of the major role the latter plays in financing.

A number of municipalities also give support to such organizations as local museums and art galleries and, as a result, there is often council representation on their boards.

The following table describes the structure of parks and recreational administration.

TABLE 22: Community Boards

	Parks Committee or Board*	Recreation Committee	Community Centres & Arenas; Boards of Management	Miscellaneous
Windsor		Recreation Committee Advisory Committee to Recreation Committee	Arena Bd. Community Centres Bd.	Art Gallery of Windsor Cleary Auditorium Comm. of Trustees Holy Rosary Educ. & Rec. Ctr. Advisory Council Roseland Golf Course Board of Manage
Amherstburg	Comm. of Council	Committee	Arena Bd. (Anderd. & Mald.) Community Centres Board	Joint Cemetery Board (Ander. & Mald.)
Belle River	Board	Committee	---	
Essex	Board	---	Community Centres Comm.	
Harrow	Board (Colchst. S)	Recreation and Community	Centres Bd. (Colchester S.)	
Kingsville	Committee of Council	Committee	Commun. Centr. Bd. (Gosf. S)	
Leamington	Committee of Council	Commission	---	
Tecumseh	---	Committee	Commun. Centres Bd.	
St. Clair Bch.	Board	Committee	Commun. Centres Bd. (2)	
Anderdon	Committee of Council	Committee	Arena Bd. (Amhrst., Malden)	Joint Cemetery Bd. (Amhrst., Malden)
Colchester N.	---	Committee	---	
Colchester S.	Board (Harrow)	Recreation and Community	Centre Bd. (Harrow)	
Gosfield N.	---	Committee	---	
Gosfield S.	Committee of Council	Committee	Community Centres Bd. (Kngsv.)	
Maidstone	Committee	Committee	---	
Malden	Committee of Council	Committee	Arena Bd. (Amhstb., Anderdon)	Joint Cemetery Bd. (Amhrst., Anderdor

Table 22 continued

Table 22 Continued					
	Parks Committee or Board*	Committee of Council	Recreation Committee	Community Centres & Arenas; Board of Management	Miscellaneous
Mersea			---	Arena & Community Centre Committee (Wheatley area)	
Pelee	---		---	---	
Rochester	---		---		
Sandwich S.	---		Recreation & Community Centres Board Parks, Recreation & Community Centres Board Committee		
Sandwich W.	---				
Tilbury N.	---				Museum Board
Tilbury W.	---				

*Board as defined under the Public Parks Act.

PART 4: SCHOOL BOARDS

Changes in the administrative structure of the education system, in the last two decades, led to a drastic reduction in the number of local school boards. While the major consolidation of school boards in 1969 used the county as the basic territorial unit, certain large urban communities, such as Windsor, were allowed to retain their own local boards. In consequence, there are four local school boards in Essex County: the Windsor Board of Education and the Windsor Roman Catholic Separate School Board serving the City, and the Essex County School Board and the Essex County Roman Catholic Separate School Board serving the rest of the County.

The Roman Catholic and non-Roman Catholic groups in the population are of approximately equal size in both the City and the rest of the County. As a result, separate school supporters not only elect their own boards to manage the separate elementary school system but also have substantial representation on the boards of education which manage the non-sectarian elementary and secondary school systems. Separate school supporters elect 5 of the 13 members on the Windsor Board of Education and 6 of the 18 members on the Essex County School Board.

In contrast with the very detailed supervision of certain areas of the Boards' work by the provincial Ministry of Education, the Boards of Education have very limited contact with municipal councils. A substantial proportion of the funds expended by Boards of Education is raised by property tax levies (38% in 1974). While the municipal council is responsible for the collection of these levies, it has no power to question the sum requisitioned by each board. Having been notified by the boards of the total amount assessed against the local property taxpayers in its jurisdiction, the municipality must add this to its mill rate and collect the taxes. It then turns the money over to the boards for their expenditure.

TABLE 23: School Boards, Members, Remuneration, Enrolment, and Provincial Grants

School Board	Members	Remuneration of Members (Monthly-1974)	Enrolment* Fall 1974	Total Budgeted Revenue 1974 Millions	Provincial Grants as % of Revenue 1974
Windsor	13	\$250	29,067	35 @	Elementary 41.3 Secondary 52.8
Windsor Separate School	8	\$200	18,839	17.2 @	81.8
Essex	18	\$200	19,006	23.2	Elementary 57.8 Secondary 64
Essex Separate School	14	\$150	10,312	8.8	81.6
Total			<u>77,224</u>	<u>84.4</u>	<u>62</u>

* These figures are given only to indicate the order of magnitude. They are not directly comparable since they were not compiled on exactly the same date.

@ For comparative purposes the budgeted revenue of the City of Windsor for 1974 was approximately \$58 million.

Apart from any voluntary cooperation between boards and councils, the one area where municipal council has substantial influence on the activities of school boards is in the area of planning. In undertaking capital works, school boards are required by law to abide by the official plan formulated and approved by municipal council. An indicator of the degree of independence from the municipal council enjoyed by the elected school boards is that within statutory limits each school board is free to fix the remuneration of its members. For all intents and purposes school boards in Ontario represent a parallel system of local government.

School Boards are, of course, the managers of very major undertakings. The size of their budgets rival that of the largest municipal councils, as will be seen from Table 23.

PART 5: APPOINTMENTS BY COUNCIL

Municipal Councils make appointments to many community bodies with which the municipality has little direct contact. Municipal representatives are sought after by such bodies because of their knowledge and experience of the life of the community. One of the largest groups of such appointments is to the boards of hospitals.

SECTION V : SURVEY OF COUNCIL MEMBERS

In the process of preparing the material in this paper on the structure of local government and administration, it occurred to us that very little material exists on the people who actually make the structure work. In order to obtain a more comprehensive picture of local government operations in Essex County, it is necessary to know more about the locally elected representatives. For this reason we decided to conduct a survey of the municipal representatives in the County. Since we were aware of the many calls on the time of those being surveyed, we kept the questionnaire short and simple to encourage the maximum number of responses.

The questionnaire (see below) was primarily concerned with service on Council and other community organizations, the time spent on public business, participation in the political system and the time spent and campaign funds required by involvement in municipal elections.

Questionnaires were mailed to all sitting members of councils in November 1974. Following the 1974 municipal elections, questionnaires were mailed to all those who failed to respond to this first request and to all newly elected council members. The response rate was somewhat disappointing but the number of returned questionnaires was sufficiently large to justify tabulation of much of the material they contained.

The tables printed below are arranged in the same order as the questions in the questionnaire. They are printed without comment.

Questionnaire to Members of Municipal Councils - Essex County

Municipality _____

1. Occupation
2. Present Elected position
3. Length of service on Council _____
on County Council _____
4. List local Boards and Commissions to which you were appointed by Council.
5. List Council, County Council Committees (other than Committees of the Whole) of which you are a member.
6. List community, public service organizations and church organizations of which you are an active member at present.
7. Are you an active member of a political party? If yes, which party

TIME SPENT ON PUBLIC BUSINESS

8. How much time do you spend on Council, Committee, Board or Commission work? Hours per month

Preparation for meetings (reading reports, etc.)

Meetings of Council, Committees, Boards & Commissions

Citizen contact, public meetings, dealing with problems, etc.

ELECTION TO OFFICE

9. How many times have you run for municipal office?

successfully

unsuccessfully

10. Have you ever been a candidate for election to a provincial or federal office? If yes, specify.

11. Before election to Council, did you serve on any local boards or commissions? If yes, specify and give length of service.

12. In the two years before you were first elected to Council were you an officer or board/executive member of any community or public service organization? If yes, please specify.

13. Campaign for Election

How long did you campaign for office before the last local election?

What was the average total hours per week spent on campaign for office during the campaign period?

14. Expenses of Election Campaign

Total amount spent on your campaign (check appropriate box)

_____ under \$500 _____ \$500-\$1000 _____ \$1000-\$2000 _____ over \$2000

Source of campaign funds. Please give approximate percentage received from each of the following sources.

1. personal contribution _____
2. contributions from family and friends _____
3. contributions from organizations _____
4. other _____

Table 24: Answers to Questionnaire to Council Members

	Total	1975 1st term on Council	On Council prior to 1975	
Sent Out	179	48	131	
Answered	63	9	54	
% Response	35.2%	18.8%	41.2%	

	Total	City	Towns & Village	Townships
Sent Out	179	11	75	93
Answered	63	8	29	26
% Response	35.2%	72.7%	38.7%	27.9%

Length of Service on Municipal Council

	1-3 yrs.		4-6 yrs.		7-10 yrs.		over 10 yrs.		Total
City	2	28.6%	1	14.2%	2	28.6%	2	28.6%	7
Towns & Village	5	20%	8	32%	3	12%	9	36%	25
Townships	3	13.7%	9	40.9%	5	22.7%	5	22.7%	22
Total	10	18.5%	18	33.4%	10	18.5%	16	29.6%	54*

* The members elected to council for the first time in 1975 are not included in this table.

Length of Service on County Council

	1-3 yrs.		4-6 yrs.		7-10 yrs.		over 10 yrs.		Total
Towns & Village	3	27.3%	2	18.1%	3	27.3%	3	27.3%	11
Townships	2	22.2%	5	55.6%	2	22.2%	0	0%	9
Total	5	25%	7	35%	5	25%	3	15%	20

OCCUPATIONS OF COUNCIL MEMBERS

	Self-Employ. Business	Selling	Teaching	Profess. & Executive	Skilled			Unskilled Labourer	Farmer	Homemaker	Retiree	TOTAL
					Supervisory	Trades, Crafts						
City	3	0	3	2	0	0		0	0	0	0	8
Towns & Villages	8	4	3	4	6	1		0	1	0	2	29
Townships	2	2	3	1	3	0		1	13	1	0	26
Total	13	6	9	7	9	1		1	14	1	2	63
	20.6%	9.5%	14.3%	11.1%	14.3%	1.6%		1.6%	22.2%	1.6%	3.2%	

TYPES OF NON-MUNICIPAL ORGANIZATIONS TO WHICH COUNCIL MEMBERS PRESENTLY BELONG

City	Service Club	Church	Promotional	Minor Sport	Farm	Hobby, Sport	Service Agency	Union	Professional	Parent-Teacher	Institution
# of persons belonging to:	5	1	2	--	0	1	0	1	0	0	1
% of persons belonging to:	45.4%	9.1%	18.2%	0	0	9.1%	0	9.1%	0	0	9.1%
Towns & Village											
# of persons belonging to:	12	6	7	6	0	4	3	2	2	0	0
% of persons belonging to:	28.5%	14.3%	16.7%	14.3%	0	9.5%	7.1%	4.8%	4.8%	0	0
Townships											
# of persons belonging to:	11	9	2	1	7	2	3	1	2	1	0
% of persons belonging to:	28.2%	23.1%	5.1%	2.6%	17.9%	5.1%	7.7%	2.6%	5.1%	2.6%	0
Total											
# of persons belonging to:	28	16	11	7	7	7	6	4	4	1	1
% of persons belonging to:	30.5%	17.4%	12.0%	7.6%	7.6%	7.6%	6.5%	4.3%	4.3%	1.1%	1.1%

NUMBER OF NON-MUNICIPAL ORGANIZATIONS TO WHICH COUNCIL MEMBERS PRESENTLY BELONG

	0	1	2	3	4	5	6	7	8	TOTAL
City	2 25%	2 25%	1 12.5%	1 12.5%	2 25%	--	--	--	--	8
Towns & Village	7 25%	5 17.9%	7 25%	5 17.9%	3 10.7%	1 3.5%	--	--	--	28
Townships	7 26.9%	6 23.1%	6 23.1%	2 7.7%	3 11.6%	--	1 3.8%	--	1 3.8%	26
TOTAL #	16	13	14	8	8	1	1	--	1	62*
% of Total	25.8%	21.0%	22.6%	12.9%	12.9%	1.6%	1.6%	--	1.6%	

* one respondent refused to answer this question

ACTIVE PARTY MEMBERSHIP

	Liberal	P. C.	N. D. P.	None	TOTAL
City	3 37.5%	0 0%	3 37.5%	2 25%	8
Towns & Village	4 16.7%	7 29.2%	0 0%	13 54.1%	24
Townships	4 23.5%	3 17.7%	0 0%	10 58.8%	17
TOTAL	11 22.4%	10 20.4%	3 6.2%	25 51.0%	49*

*14 questionnaire respondents did not answer this question. Five were from the towns & village; 9 from the townships.

HOURS WORKED PER MONTH ON MUNICIPAL BUSINESS

	25 & under	26-- 50	51 - 100	Over 100	Total # of respondents
City					
Total	--	1 14.3%	2 28.6%	4 57.1%	7
Mayor				1	1
Councillors	--	1 16.7%	2 33.3%	3 50.0%	6
Towns & Village					
Total	12 52.2%	10 43.5%	1 4.3%	--	23
Mayor	2	3			5
Reeve	2	2	1		5
Dep.-Reeve	2	2			4
Councillors	6 66.7%	3 33.3%			9
Townships					
Total	7 33.3%	8 38.1%	3 14.3%	3 14.3%	21
Reeve	--	1	3	2	6
Dep.-Reeve	--	3		1	4
Councillors	7 63.6%	4 36.4%			11
TOTAL	19 37.3%	19 37.3%	6 11.7%	7 13.7%	51*

* 3 questionnaire respondents did not answer this question.

The 9 respondents who were first elected to council in December 1974 are not included on this table.

NUMBER OF TIMES THAT COUNCIL MEMBERS HAVE SUCCESSFULLY RUN FOR A COUNCIL SEAT

	2 - 3	4 - 5	6 - 9	10 & over	TOTAL
City					
# who ran	1	2	1	1	5
Success rate	2/3 66%	2/10 20%	1/7 14%	1/10 10%	23/30 76.7%
Towns & Village					
# who ran	6	8	5	4	23
Success rate	14/14 100%	20/26 77%	20/40 50%	58/58 100%	139/148 93.9%
Townships					
# who ran	14	7	1	1	23
Success rate	29/34 85%	29/31 94%	5/6 83%	12/12 100%	75/83 90.4%
TOTAL # who ran	21	17	7	6	51*
Success rate	45/51 88%	66/77 86%	50/53 94%	76/80 95%	237/261 90.8%

*12 respondents are not included in this table because they have run for council only once.
The "success rate" is calculated by dividing the total number of successes by the number of times those candidates ran for a council seat.

NUMBER OF LOCAL GOVERNMENT BODIES ON WHICH EACH COUNCILLOR SAT

PRIOR TO FIRST ELECTION TO OFFICE

	0	1	2	3	4	TOTAL
City	3 37.5%	2 27.5%	0 --	1 12.5%	1 12.5%	8
Towns & Village	15 51.7%	13 44.9%	1 3.4%	--	--	29
Townships	10 38.5%	11 42.3%	4 15.4%	1 3.8%	--	26
Total	28 44.4%	27 42.9%	5 7.9%	2 3.2%	1 1.6%	63

Candidacy in Federal and Provincial Elections

	Yes	No	Total
City	2 25%	6 75%	8
Towns & Village	2 7.4%	25 92.6%	27
Township	0 0%	23 100%	23
Total	4 6.9%	54 93.1%	58*

* Five respondents did not answer this question

LOCAL GOVERNMENT BODIES ON WHICH COUNCIL MEMBERS SAT
PRIOR TO FIRST ELECTION TO OFFICE

	City #	Towns & Villages-#	Town- ships-#	TOTAL
School Boards	--	7	11	18
Parks, Recreation, Arena & Commun. Centres Boards & Committees	3	6	4	13
Planning Board	1	--	1	2
Children's Aid Society	2	--	--	2
Court of Revision (Drains)	--	--	2	2
Windsor-Essex County Development Commission	1	--	--	1
Essex Region Conservation Authority	--	1	--	1
Hydro Commission	--	--	1	1
Police Village Trustee	--	--	1	1
Library Board	1	--	--	1
Committee of Adjustment	1	--	--	1

LENGTH OF SERVICE ON LOCAL GOVERNMENT BODIES PRIOR TO ELECTION TO COUNCIL

	NO	YES	Length of Service								Unspec- ified
			1 year	2 years	3 years	4 years	5 years	6 years	7-9 years	10 & more	
City	3 37.5%	5 62.5%	2 40%	--	--	1 20%	--	--	--	--	2 40%
Towns & Village	15 51.7%	14 48.3%	3 21.4%	4 28.6%	--	--	1 7.1%	--	3 21.4%	--	3 21.4%
Townships	10 38.5%	16 61.5%	2 12.5%	--	2 12.5%	4 25%	1 6.25%	2 12.5%	1 6.25%	3 18.75%	1 6.25%
Total	28 44.4%	35 55.6%	7 20%	4 11.4%	2 5.7%	5 14.3%	2 5.7%	2 5.7%	4 11.4%	3 8.6%	6 17.1%

NUMBER OF NON-MUNICIPAL ORGANIZATIONS IN WHICH COUNCIL MEMBERS WERE
ACTIVE BEFORE THEIR FIRST ELECTION TO COUNCIL

	0	1	2	3	4	5	6	TOTAL
City	2	25%	3	--	2	3	1	8
Towns & Village	7	24%	9	7	5	--	1	29
Townships	16	61%	2	4	--	1	--	26
TOTAL	25	40%	14	11	7	1	1	63

TYPES OF NON-MUNICIPAL ORGANIZATIONS IN WHICH COUNCIL MEMBERS WERE
ACTIVE BEFORE THEIR FIRST ELECTION TO COUNCIL

	Service Club	Service Agency	Promotional	Farm	Church	Hobby, Social, Sport	Home & School	Minor Sports Assoc.	Professional	Union	Political	Institutional	Belonged to none
City													
# of persons belonging to:	2	2	1	-	-	2	-	1	1	-	2	1	2
% of persons belonging to:	25%	25%	12.5%	-	-	25%	-	12.5%	12.5%	-	25%	12.5%	25%
Town & Village													
# of persons belonging to:	10	6	6	2	6	3	1	2	-	-	-	-	7
% of persons belonging to:	34.5%	20.7%	20.7%	6.9%	20.7%	10.3%	3.4%	6.9%	-	-	-	-	24.1%
Townships													
# of persons belonging to:	5	1	1	6	1	1	2	-	1	2	-	-	16
% of persons belonging to:	19.2%	3.8%	3.8%	23.1%	3.3%	3.8%	7.7%	-	3.8%	7.7%	-	-	61.5%
Total													
# of persons belonging to:	17	9	8	8	7	6	3	3	2	2	2	1	25
% of persons belonging to:	27%	14.3%	12.7%	12.7%	11.1%	9.5%	4.8%	4.8%	3.2%	3.2%	3.2%	1.6%	39.7%

Expenses of Campaign for Council Seat

	Under \$500		\$500-1,000		\$1,001-2,000		Over \$2,000	
City	1	12.5%	1	12.5%	3	37.5%	3	37.5%
Towns and Village	25	89.3%	0	0	3	10.7%	0	0
Townships	25	100%	0	0	0	0	0	0
Total	51	83.6%	1	1.7%	6	9.8%	3	4.9%

8

28

25

61*

* 2 respondents did not answer this question

LENGTH OF CAMPAIGN FOR ELECTION PRIOR TO 1974

		Number of Weeks Campaigned								
		1 - 2	3 - 4	5 - 6	7+					
City	1	12.5%	1	12.5%	2	25.0%	3	37.5%	--	--
Towns & Village	5	25%	7	35%	2	10%	1	5%	6	3
Townships	5	29.4%	10	58.8%	2	11.8%	--	--	7	2
Total	11	24.4%	16	35.6%	10	22.2%	4	8.9%	13	5

Not Answered

SECTION VI : THE ELECTION OF 1974

A STUDY OF VOTER TURNOUT, COMPETITION AND INCUMBENCY

The local elections of 1974 were the first in which "An Act Respecting Municipal Elections" (1972) came into effect. As a consequence, elections for office on all municipal councils, police villages and local boards in Essex County occurred on the same day. This Act also introduced a standard two-year term of office. These changes make it easier to examine all local elections in relation to each other.

We were particularly interested in three aspects of the local elections: voter turnout, competition for office and the electoral fate of incumbents.

PART 1: VOTER TURNOUT

Voter turnout provides a crude index of the degree of involvement of local residents in municipal politics. The act of voting, while it is crucial to the political system, requires only a very limited degree of participation - a few minutes every two years. The decision to vote may follow a careful study of election issues and of the qualifications of all candidates for office, or it may simply involve the routine performance of what the individual regards as a civic duty. The failure of an individual to vote may be the result of apathy - a lack of interest in and concern with local government, or it may be the result of a positive decision resulting from dissatisfaction with the electoral process.

Voter turnout, in a particular election, is affected by a variety of factors. Some of the most important are the stability of the population in the electoral district, local cultural norms respecting the significance of voting as a civic duty, the number and significance of the offices being contested and the degree of interest generated during the electoral campaign. In each of these respects, there were major differences between the various municipalities in Essex County in 1974. The electoral turnout in this election was affected by one additional factor - a huge snowstorm on the day before election day which severely disrupted the electoral process

throughout the County.

In the face of all these variables and the limited information available to us, it would be foolish to make any firm statements concerning voter turnout. Nevertheless, certain features are worthy of comment. In the cases of four municipalities, there were no contests for council seats. Colchester South had no election at all on the designated election day since only four candidates were nominated for five council offices and since the school board representatives for the municipality were all elected by acclamation. In Tecumseh, Gosfield South and Colchester North, there were only school board contests. These municipalities had the lowest percentage turnouts - 13%, 6% and 3% respectively - of any municipalities in Essex County. In those cases where there is a significant number of contests for municipal office, there is a higher level of voter turnout in municipalities in the County than in the City of Windsor. The percentage turnout registered in both 1971 and 1974 in Pelee Township is remarkable by any standard of comparison. (For voter turnout data see Tables 3 and 4 in Section I.)

PART 2: COMPETITION

An important measure of the interest and involvement of citizens in local affairs is the amount of competition for seats on local councils and boards. It is quite easy for interested local electors to obtain nomination for local office. No fee or deposit is required from nominees for office. Also, the information collected in our survey of municipal councillors (see Section V) suggests that campaign costs, for all but a very few offices, are minimal.

Nevertheless, there was a large number of instances where a single person was nominated for office and, as a result, was elected by acclamation. In 1974, 32.8% of council seats in Essex County were filled by acclamation. The comparative figure for school boards was 43.4%, for public utility and hydro commissions 53.3% and for police villages 100%. In three of the twenty-three municipalities, all municipal council seats were filled by acclamation. In one case,

Colchester South, there were not enough candidates nominated to fill all the available seats; a contested special election was held at the end of December to fill the vacancy on the Colchester South council. (See Table 3 in Section I.) There were no contests for seats on Public Utilities, Public Utility and Hydro Commissions in six of the eleven municipalities which have such local boards. There were no contests for office in the four police villages in the County.

It is interesting to compare the number of candidates nominated for seats on the different types of elected local bodies. A total of 239 candidates were nominated for the 131 seats on municipal councils; this means that there was an average of 1.82 candidates nominated for each seat. In the case of school boards, comparative figures were 85 candidates for 53 seats or 1.6 candidates for each seat. For elected commissions, 37 candidates were nominated for 30 seats or 1.23 candidates per seat.

There was considerably more competition for local office in the City of Windsor than in the County municipalities. There were 4.6 candidates for each seat on City Council, 1.72 candidates for each seat on a town council and 1.52 candidates for each seat on a village or township council. The same pattern emerges with respect to school boards: 2.05 candidates for each City School Board seat and 1.31 candidates for each County School Board seat. For local commissions, the comparative figures were 1.50 for the City and 1.19 for the County.

The results reported above refer only to the 1974 election. As was pointed out earlier, this was the first occasion, in recent times, on which all these local elections occurred on the same day for a standard term of office. In the course of our study of municipal structure, we collected data on the last election to occur in each municipality prior to the election of 1974. (See Table 4 in Section I.) We used these figures to see if the 1974 election was atypical.

If one compares the results of the municipal election prior to 1974 with the 1974 results the following facts emerge:

Acclamations: 39.7% of all council seats were filled without contest as compared with 32.8% in 1974. There were five instances of the whole municipal council being elected by acclamation as compared with four in 1974. In Colchester North there has been no contested municipal election since 1970.

City - County differences: In the City there were 3.44 candidates per council seat, in the County towns 1.6, and in the village and townships 1.4. These compare with figures of 4.6, 1.72 and 1.52 respectively in 1974.

PART 3: INCUMBENCY

Many studies of local government have commented on the tendency for local representatives to serve for long periods. They have attributed this, in part, to advantages enjoyed by incumbents whose work on local councils and boards keeps them in the public eye. The presence of experienced members on council is clearly of benefit to the people living in the municipality. On the other hand, there are definite advantages in having some turnover of council membership.

Prior to the election of 1974, 19.8% of municipal council members were serving their first term on council. Following the 1974 elections, 36.6% of the members had not been on council during the previous term (some of these "new" members may have had previous service on councils). In the 1974 elections, 83.9% of council members sought reelection to council. As one would expect, certain members (17.6%) sought to change office, most by moving 'up' within the system, for example, from councillor to deputy-reeve, reeve or mayor. Other members (66.4%) sought reelection to the same office. All incumbents were not reelected. Of those who sought to change position, 14 of 23 were elected; of those who sought reelection to the same office, 68 were successful and 19 were defeated. Of a total of 110 incumbents who attempted to stay on council, 82, or 74.5%, were successful. The percentages of incumbents contesting school board and commission seats in 1974 were similar to those for municipal councils (81.1% and 76.6% respectively). However, their rates of success were somewhat higher (83.7% in the case of school board incumbents and 100% in the case of commission incumbents).

TABLE 25 : LOCAL ELECTIONS, 1974.

	Total Seats	Candidates	Acclamations	Incumbents and members changing position			New Members Elected
				Contesting Seat	Elected	Defeated	
Councils	131*	239	43	110	82	28	48
School Boards	53	85	23	43	36	7	17
P.U.C. & Hydro	30	37	16	23	23	0	7
	214*	361	82	176	141	35	72

* These two rows will not add across to this total since one seat was not filled in Colchester South.

There were no electoral contests for the office of trustee of a police village. Twelve such offices were open to contest in 1974; all twelve persons nominated for them were elected by acclamation. Nine of those elected were incumbents.

TABLE 26 : MUNICIPAL COUNCIL ELECTIONS, 1974.

Heads of Council	Seats	Candidates	Accls.	Incumbents		Council Members changing position		New Members
				Elected	Defeated	Elected	Defeated	
City	1	4	-	-	1	1	-	-
Towns	7	10	4	4	3	-	-	3
Townships and Village Reeves	15	20	10	12	1	2	3	1
Total	23	34	14	16	5	3	3	4
Town Reeves	7	11	3	4	2	2	1	1
Town Dep. Reeves	6	9	3	3	1	2	1	1
Townships and Village Deputy Reeves	14	23	6	7	2	6	4	1
Total	27	43	12	14	5	10	6	3
Councils								
City	8	40	-	6	1	-	-	2
Towns	27	51	2	12	3	-	-	15
Townships and Village	46*	71	15	20	5	1	-	24
Total	81*	162	17	38	9	1	-	41
Grand Total for Municipal Councils	131*	239	43	68	19	14	9	48

* Actually one less seat was filled, since there were not enough candidates in Colchester South to fill the available seats.

TABLE 27 : MUNICIPAL POLITICIANS SEEKING TO CHANGE THEIR POSITION ON COUNCIL, 1974.

Attempted:	23	
Succeeded:	14	6 defeated incumbents
		3 defeated other council members
		1 defeated new contestant
		4 acclaimed
Failed :	9	4 lost to incumbents
		3 lost to other council members
		2 lost to new contestants
Total Council Incumbents Contesting Municipal Office:	110	
		Elected: 82
		Defeated: 28
Total Council Positions:	131	

TABLE 28 : SCHOOL BOARD ELECTIONS, 1974.

	Seats	Candidates	Accl.	Incumbents		New Members
				Elected	Defeated	
Windsor Public School Board	8	15	3	4	1	4
Sep. School Reps.	5	12	-	2	1	3
Windsor Board Total	13	27	3	6	2	7
Essex Public School Board	12	15	4	11	1	1
Sep. School Reps.	6	7	4	4	1	2
Essex Board Total	18	22	8	15	2	3
Windsor Separate School Board	8	16	3	6	1	2
Essex Separate School Board	14	20	9	9	2	5
Total All School Boards	53	85	23	36	7	17

TABLE 29 : P.U.C. AND HYDRO COMMISSION ELECTIONS, 1974.

	Seats	Candidates	Accl.	Incumbents		New Members	
				Elected	Defeated	Elected	Defeated
City	4	6	-	4	-	-	-
County (10 Commissions)	26	31	16	19	-	7	-
Total	30	37	16	23	-	7	-

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